



United States
Department of
Agriculture

Forest Service

Recreation Staff

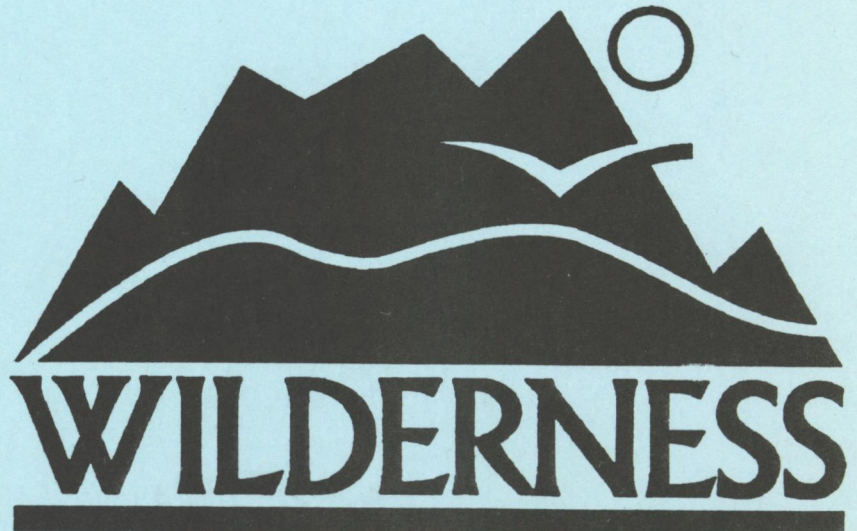


Ideas

For Limits of Acceptable Change Process

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BOOK TWO



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IDEAS FOR THE LIMITS OF ACCEPTABLE CHANGE PLANNING PROCESS

BOOK TWO

1992

**U.S. Department of Agriculture
Forest Service
Recreation, Cultural Resources, and Wilderness Management Staff
Washington, D.C.**

**Edited by Linda Merigliano
Bridger-Teton National Forest**

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WILDERNESS MANAGEMENT PLANNING

United States
Department of
Agriculture

Forest
Service

Washington
Office

14th & Independence SW
P.O. Box 96090
Washington, DC 20090-6090

Reply to: 2320/1920

Date: May 27, 1992

Subject: Wilderness Management Planning

To: Regional Foresters

Wilderness now constitutes approximately 18 percent of the National Forest System and is becoming an increasingly significant element of the Forest Service mission. The General Accounting Office and Congress have called attention to the need for high quality wilderness planning. The Department and this Agency are committed to responding to that need for attention. Field units must ensure the land and resource management plans covering National Forests that contain wilderness, or wilderness complexes, provide substantive, programmatic wilderness management direction.

Our 2320/1920 letter of September 4, 1991, established the framework for wilderness management planning as a part of the forest planning process. Also, our 6140 letter of November 1, 1991, established a performance standard for Regional Foresters and other personnel responsible for wilderness management that "assures that wilderness planning is being initiated."

The first step in complying with the above direction is to determine if the wilderness management direction contained in the current forest plan is adequate. If the direction is adequate, a Wilderness Implementation Schedule (WIS) must be developed to carry out that direction. The WIS should be a 1 to 5 year schedule of actions to guide annual wilderness management activities. It should schedule and prioritize project and normal operations and maintenance (O&M) activities. It should clearly identify the tasks, the costs, the time line, and who is responsible for each action item. The WIS is a flexible and dynamic document that is updated at least annually. It should be signed by the appropriate line officer(s) and staff to ensure adequate commitment and support for its implementation. It should reflect the interdisciplinary tasks necessary to manage wilderness and include support activities and costs in other functional areas.

In cases where forest plans did not provide sufficient wilderness management direction, forests with wilderness management responsibility should develop refined direction through forest plan amendment or revision. A process that can be used to develop wilderness management direction for the appropriate components of the wilderness resource is the Limits of Acceptable Change (LAC). The LAC has been increasingly recognized as substantive methodology for developing wilderness management direction and monitoring procedures.

Where a LAC process is needed to develop the wilderness direction for forest plan amendment or revision, the WIS must identify the tasks, the time line, the costs, and those responsible for the activities involved. The WIS will incorporate the work plan (for the LAC process) to guide the development, revision, or amendment to the land management plan (LMP) as required by the Land and Resource Management Plan Handbook. Line officers and the staff officer support for and commitment to the completion of the LAC process must be demonstrated through sign off on the WIS. In addition to scheduling the LAC process, the WIS in this situation would also include the other project and regular ongoing O&M activities and costs that should be carried out while the LAC management proposals are being developed.

The LAC provides the data and analysis of some of the wilderness components for the LMP process. The planning elements of LAC (opportunity classes, indicators, and standards, monitoring, management actions, etc.) become the elements of forest plan management direction (standards and guidelines, management area prescriptions, monitoring, evaluation requirements, goals, and objectives).

A range of opportunity class alternatives must be incorporated through the National Environmental Policy Act (NEPA) process and a record of decision must be maintained. In working through the LAC process with the public, it should be made clear that their role is to help define the wilderness elements for the NEPA process to amend or revise the forest plan.

The proposal resulting from completion of the LAC process must become a part of the land and resource management plan in order to be effective wilderness management direction. This is accomplished through forest plan amendment or revision with full compliance with NEPA procedures. Though this direction must be incorporated into the forest plan, it may also be set out in a supporting operational plan that details the management program necessary to translate that direction into project level actions. The operational plan may be necessary to display the consolidated wilderness management program where multiple wildernesses and/or multiple forests are involved.

Site specific (project-level) wilderness management decisions should not be included as forest plan amendments. Additional site specific NEPA analysis may be required for these subsequent decisions.

For further information contact Jerry Stokes, National Program Leader for Wilderness Planning at (202) 205-0925 or DG:G.Stokes W01C.

/s/ James C. Overbay

JAMES C. OVERBAY
Deputy Chief

WILDERNESS MANAGEMENT PLANNING HANDOUT

Note: The following handout was prepared by Linda Merigliano (Bridger-Teton National Forest) for use at wilderness management conferences and planners meetings.

I. Introduction

- o The changes going on and overload of information regarding wilderness management planning can seem overwhelming and confusing.
- o Need to caution against getting so caught up in the process that we lose sight of the larger point - why are we doing this
 - a. To bring Wilderness up to the same level of planning as other resources within the Forest Service
 - b. To move closer to desired future conditions and meet the intent of Wilderness legislation
 - c. To help solve problems, resolve issues and take better care of the Wilderness resource
- o How we do wilderness planning continues to change as we learn more about Forest Plan Implementation. It is an exciting time which allows for lots of creativity.

II. Definition/Requirements of the Wilderness Implementation Schedule

- o Schedule of proposed actions (what needs to be done) to meet direction identified in Forest Plan OR to develop/refine Forest Plan direction
- o 3-5 year time frame
- o Identifies who would be responsible, when it would be done, and how much it would cost (budget and staffing needs) for each action
- o It is not a NEPA decision document
- o A separate WIS is developed for each Wilderness
- o It is developed with public participation and using an interdisciplinary approach
- o It is signed by the appropriate line officer but is NOT part of the Forest Plan.

The "Ideas for Wilderness Implementation Schedules" distributed by WO Recreation Staff in June 1990 primarily contains ideas for Forest Plan Wilderness Direction. Examples of WISes can be found only on pages 69-80.

The value of the WIS is:

1. It displays a logical sequence of actions to meet desired future conditions and resolve issues. We are dealing with many complex issues which have been around a long time. Rather than a haphazard approach, the WIS should lay out a series of actions to break the issue down into manageable pieces and so that progress can be made.
2. It presents a comprehensive, integrated approach that identifies the total management job within Wilderness.
3. It displays information and justification for actions that can be integrated into the budget process. The 9/4/91 letter from the WO to Regional Foresters regarding wilderness planning says, "Line and staff officers can compare the wilderness management needs and requests in a WIS with requests from other resource functions. More accurate requests for wilderness funding and FTEs should result."

III. Relationship between planning documents and processes

FOREST PLAN-----> NEPA Programmatic Level

(LAC Steps 2,3,5,7,9)

Decisions:

Desired Future Conditions
Management Area Direction
Standards and Guidelines
Monitoring Requirements

(LAC Steps 1,4,6,8)

Steps 4, 7, 9 at general
programmatic level

|
|
V

WILDERNESS IMPLEMENTATION SCHEDULE

(LAC Steps 4, 7, 9) At site-specific level

Products

Proposed Actions
Priorities
Responsibilities
Target dates for completion
Budget and Staffing Needs

Involve Public

|
|
V

IMPLEMENTATION OF WIS ACTIONS ----->

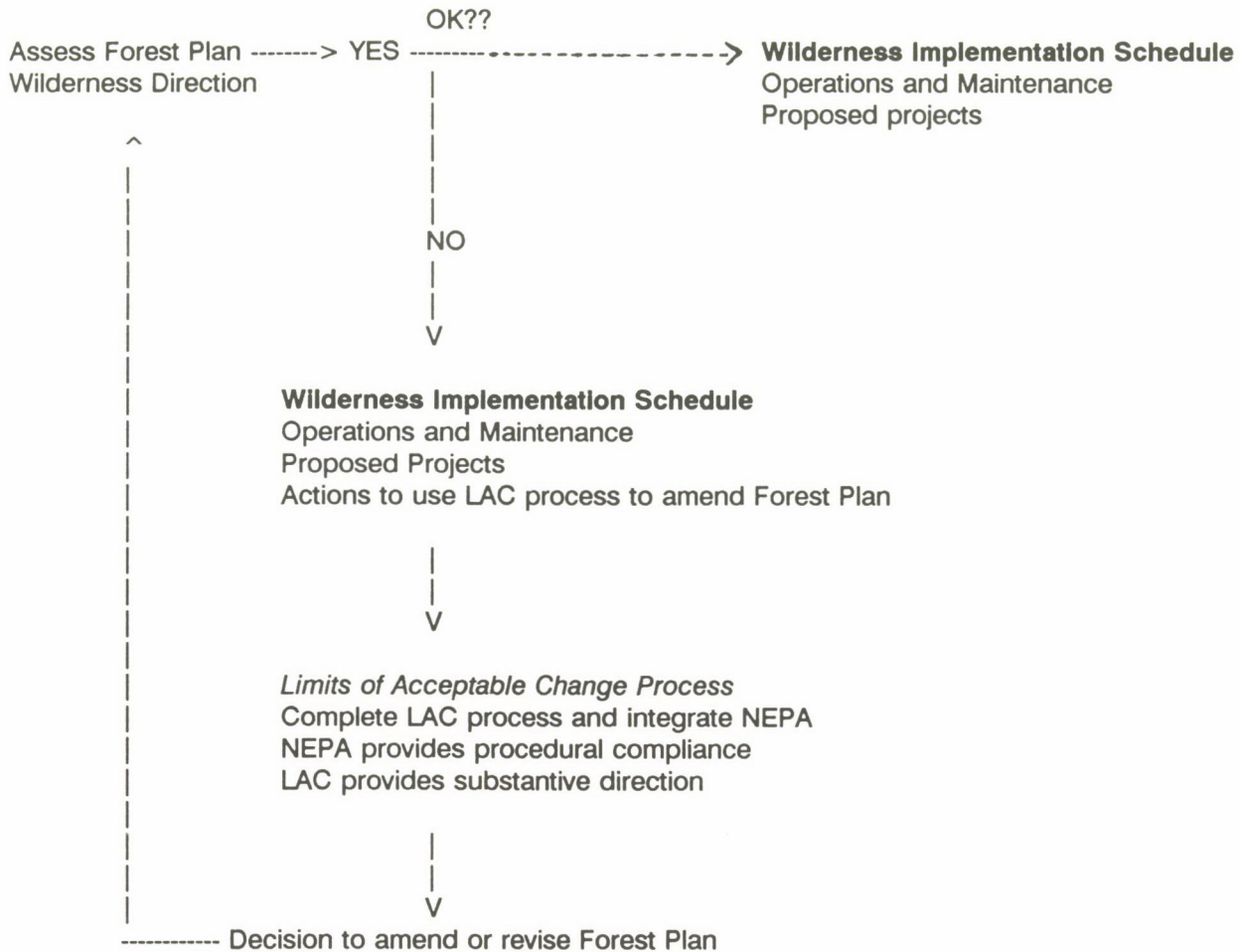
NEPA Site-Specific Decision Level

LAC Steps:

1. Identify area issues and concerns
2. Define and describe opportunity classes (management areas)
3. Select indicators of resource and social conditions
4. Inventory existing resource and social conditions
5. Specify standards for resource and social indicators
6. Identify alternative opportunity class allocations
7. Identify management actions for each alternative
8. Evaluate and select a preferred alternative
9. Implement actions and monitor conditions

FLOWCHART SHOWING RELATIONSHIP BETWEEN DOCUMENTS AND PROCESSES

From Jerry Stokes - Wilderness Planning Specialist - WO



Why there has been confusion?

- o The first round of Forest Planning primarily dealt with allocation - recommending areas for Wilderness designation and roadless area review. Not much direction was given to how these areas should be managed.
- o Because developing Forest Plans was such a long, complicated process, there has been a tendency to not want to amend the Plan until the next Revision.
- o Thus, the WIS began to be used as a substitute for overall Wilderness management direction. In retrospect, this was a mistake.
- o There are terminology differences between WISes, LAC and national model for Forest Plan Implementation.
- o There has been a greater emphasis by the agency to conform to two-stage decision-making which has caused confusion about the level of specificity to be included in programmatic Forest Plan direction. Questions arise about packaging of wilderness direction in the Forest Plan (scattered in various chapters vs. included in appendix intact)

**STATUS AND HIGHLIGHTS
FROM CURRENT WILDERNESS
PLANNING EFFORTS**

Bob Marshall Wilderness Complex Montana

- * First use of LAC planning process and transactive public involvement
- * Intensive effort occurred from 1982-1985. Resulted in Forest Plan amendment in 1987

Initiation Challenges

- * Multi-district, multi-Forest coordination
- * Integration with Forest Plan
- * Internal terminology problems
- * Overcoming internal bureaucratic inertia
- * Lack of trust
- * Keeping the process tied together

Why It Worked

- * Creative financing, bootlegging
- * Created an "adhocracy" instead of a bureaucracy
- * Risk-taking
- * People championed the cause
- * Interested, involved publics. Citizens had a stake

Implementation perspective - Is it still working

- * The LAC process doesn't end with the published plan. Intensive monitoring occurring now.
- * The task force has been critical to the process. Build on task force support. The task force is involved on a continuing basis helping make the hard decisions.
- * There is now good data on the indicators which is helping create better management responses.
- * Funding problems continue. Have not been able to be as proactive as wish
- * LAC has forced coordinated activities between the 4 National Forests and expectation of coordination among the public. Formalized through the BMWC Charter.
- * The management plan has continued and is just as strong despite District Rangers changing 2-3 times
- * Have now gone to the next step of putting together integrated program package for all resources (wildlife, air ...) that is tied to budget process. Identifies the total cost of Wilderness management.

Task Force Member perspective

- * Normal government process is mix of confrontation and accommodation
- * The LAC process and public involvement developed an educational, cooperative basis for management
- * The task force has a role in identifying problems. Not looking for answers but defining questions.
- * There was an initial suspicion but was alleviated
- * Looking for quality and honesty on part of agency. Say what is known and what **isn't** known

Mount Shasta California

- * Completed an EIS. Major issue was dealing with historic climbing use prior to wilderness designation. Used LAC process.
- * Used GIS to develop maps to document resource conditions (e.g. vegetation, hydrology)
- * Management zones are based on watersheds
- * Alternatives based on different party size limits, length of stay limits, reservations and permits, access limits, transportation system
- * Monitoring plan different for each opportunity class. Table includes indicator, standard, method, frequency and amount of variability to initiate action.
- * Used cost/benefits ratio to evaluate alternatives. Selected alternative to manage for maximum use.

Selway-Bitterroot Idaho and Montana

- * Bob Marshall used as model for this process
- * Task force brought a balanced perspective to planning. Users become supportive of wilderness management.
- * 45 people on task force
- * Don't ask task force to rubber stamp a proposal
- * Providing a facilitator helps streamline process
- * Used LAC to develop recreation, trails, and airfield management direction

Fifteen full task force meetings were conducted between late 1987 and 1991, as well as additional smaller working group meetings. The end product was updated management direction for recreation, trails, and airfields. Patterning from the Bob Marshall Wilderness Complex planning, a transactive planning style engaged all task force members in developing management recommendations by consensus. The goal was to find mutually acceptable solutions addressing the planning issues. When reaching consensus on a particular item was difficult and protracted, "consensus" became defined as "grudging agreement to give it a try". This approach recognizes planning as a dynamic process where future adjustments can be made.

Lessons we have learned along the way

Joining with the public in a consensus forum is a new way of doing business for the Forest Service. Many lessons were learned along the way.

- 1) Selecting task force members - A number of factors should influence selection of task force members. The task force member needs to have both credibility with the group they represent, and be an effective communicator/team player in the task force setting.
- 2) Defining the task force role - The role and responsibilities of the task force need to be clearly communicated. Responsibilities include communication of task force recommendations back to their constituents. Avoid entangling discussion at task force meetings with topics not relating directly to planning. Communicate who the final decision maker is, such as the Forest Supervisor.
- 3) Provide facilitators - Trained facilitators should lead the meeting and any small group sessions. This will enable managers to participate. Facilitators will also keep the group on task, move the discussion towards a successful conclusion, provide closure, and prevent needless attacks on personalities.⁴ At the end of meetings check to see that the objectives were met and record any meeting concerns from the group. This will help prevent learning of dissatisfaction through other channels. A paid notetaker should record the meeting notes including both discussion and consensus reached on given items.
- 4) Ensuring consensus - If a consensus approach is used, double check to ensure that consensus has actually been reached. This approach will avoid stifling the minority opinion. Where consensus is slow in coming, focus on areas of agreement to provide a common base. Provide active feedback of both content and the feelings behind it. Reflecting the intensity of participants' feelings will validate emotions and de-escalate the intensity of the dispute.⁵

5) Building agency credibility - Many task force members had a long track record with the Forest Service, and had doubts about the credibility and commitment of the agency. While the proof of credibility still rests in implementation of management direction, several actions helped rebuild trust. These actions included 1) inviting line officers to comment at task force meetings, 2) renewing the wilderness coordination charter, 3) making the temporary planning coordinator position a permanent wilderness coordination position, 4) communicating how the budget process affects implementation abilities, 5) reinforcing that the task force is not expected to "rubber stamp" an agency proposal, and 6) developing a Wilderness Implementation Schedule that outlines the activities and resources necessary for implementation.

6) Timing - Some task force members felt each step of the planning process went too fast, whereas others lost interest as the years rolled by. Task force members wanted to meet during the winter and spring only, so that meetings would not conflict with other seasonal activities. Timing will influence selection of task force members.

7) Internal communications - Specialists within the agency are accustomed to an internal review once all alternatives are prepared. This mode does not mesh well with transactive planning once the public has reached a hard-earned consensus. Specialists should be asked to provide input throughout planning rather than at the end. Internal communications needs to include all employees with an interest - planners, public affairs, line officers, resource specialists, and field employees.

Both task force members and managers are looking forward to effectively managing wilderness conditions to achieve the "desired future condition" described by the task force through the planning process.

Bear Trap Canyon Montana BLM

- * The use of a task force was invaluable even for a small area. Task force included 17 people from all sectors. Had strong support for LAC process.
- * Contracted with University of Montana - Dept. of Tourism - to conduct visitor survey. Survey helped determine visitor preferences.
- * Principle issue was allocation of commercial white-water floaters.
- * Some "heavy-handed" management actions were selected.
- * Currently using LAC to develop outfitter/guide policy. Addressing question of how to determine public need and differentiating between public need and public demand.
- * Environmental Assessment completed in February 1991

Highlights of the Bear Trap Canyon LAC Planning Process:

- The Bear Trap Canyon Wilderness (BTCW) is unique in that it is primarily a day use river canyon only 6,000 acres in size.
- Primary method of involving the public was through the use of a task force comprised of 17 individuals. Members included commercial outfitters, private landowners, conservation and wilderness groups, and state Fish and Game officials.

- Mid way through the process a user survey was conducted. It's main purpose was to collect up to date information on the condition of previously selected indicators and the preferences and expectations of users. Over 400 BTCW recreationists were surveyed. The data collected was invaluable in helping the task force members decide on appropriate final standards.

- Four social indicators were chosen. They reflected the differing types of encounters found in the BTCW. They are as follows:

The number of encounters per day between...

1. Float groups and other float groups.
2. Shore groups and other shore groups.
3. Float groups and shore groups.
4. Shore groups and float groups.

- Due to prior management restrictions that had been in place over five years, there were no unacceptable resource or social conditions found in the BTCW. LAC standards were therefore written to maintain or enhance current conditions. Managers in the BTCW are in the enviable position of having no areas which need to be brought up to standard. Because of this situation no new management actions were proposed. The management restrictions that helped to create this situation are as follows:

1. Overnight camping is limited to 2 nights and 3 days in the entire river canyon.
2. Pack and saddle stock use in the river canyon is limited to the period between October 15th and December 15th.
3. Overnight camping for all floaters is prohibited (The river canyon is only 9 miles long and can be floated in roughly four hours).
4. The southern access portal is closed to all users yearlong. This portal is one of three accessing the river canyon.

- Monitoring of the two social indicators related to floaters is conducted primarily by the two commercial rafting companies, as well as a river ranger. Between June 1st and September 15th over 80 monitoring floats should be able to be conducted. Two years of data on these two social indicators are currently available.

Current Trends in Use

Use of the river by private floaters has increased 150% in the last four years. While the two commercial outfitters are currently limited to taking a maximum of 77 launches per season, there are no restrictions on private floaters. If restrictions on private floater use are to be considered they will be based on the LAC standards not on arbitrary, subjective observations. Currently all LAC standards in the BTCW are being maintained at a comfortable level.

Popo Agie Wilderness Wyoming

- * Started 2 and 1/2 years ago with series of public meetings to generate interest in the LAC process. A task force was formed and met 27 times.
- * Have completed Wilderness Implementation Schedule.
- * The task force selected 10 issues to address out of a possible 40.
- * The task force wanted some structure and developed a Charter for long-term involvement, administrative details, membership.
- * Selecting indicators of the wilderness experience has been difficult - there is not enough known about visitors and monitoring methods have problems.
- * Monitoring fecal coliform did not provide useful information.
- * Have focused attention on monitoring lightly-impacted campsites since these are the ones most likely to change.

Southwest Region Wildernesses Arizona and New Mexico

- * Have 55 small Wildernesses. Six are beginning to use the LAC planning process.
- * Seven people are acting as facilitators for the LAC process.
- * Trying to determine strategy - whether there will be a separate process for each Wilderness or whether efforts can be combined.
- * Wilderness is perceived as small and remote. Difficult to overcome idea that the Wilderness can "take care of itself". People do not understand what wilderness management is.
- * In the Pecos Wilderness, there have been initial public meetings to explain the LAC process, identify interests of users, and determine if there was interest in joining a task force. Began with trail and campsite inventory. There is a lot of traditional use and spiritual considerations due to large Native American sector. Building trust is important.

Jedediah Smith Wilderness Wyoming

- * Began process with internal meetings in November 1989. A Citizen Guide for Involvement was sent to over 300 people to generate issues and determine interest in forming a task force.
- * Task force met once per month starting in June 1990 - there were 14 meetings
- * There was a lot of effort put into using an integrated approach to address all aspects of wilderness management using the LAC process. Fire management officers are very involved. To address non-recreation issues, solicited involvement of task force members interested in wildlife, education, range, and scientific uses.
- * Task force consisted of approximately 20 people. A detailed newsletter was prepared after each meeting and sent to 100 people to keep them informed of the process. The newsletters are also distributed internally.
- * The bulk of the task force time has been used to develop goals for desired future conditions and map the 3 classes on the ground. There was agreement on approximately 75% of the Wilderness. Areas of disagreement were separated out and addressed one by one.
- * Four committees were formed within the task force to address recreation, fire, range, and wildlife issues within the overall framework of goals and mapping of classes.
- * Visitor comment cards were distributed at trailheads to collect summer visitors' ideas.
- * A working draft has been prepared and an ID team is currently conducting the NEPA analysis to amend the Forest Plan. The task force also provided many recommendations which will become part of the WIS after the Forest Plan is amended.
- * There were "peaks and valleys" while task force was working. Members got frustrated and there were problems with trust. Task force dealt with "blow-up" and was stronger after everyone got to air their feelings.

White Salmon River - three Wildernesses Washington

- * Consultant hired to work with task force using consensus decision-making.
- * LAC process used to develop management direction for Wild and Scenic River.
- * Task force met for 2 years. They formed a large group to do organizational and administrative work. Then the group split into sub-groups to deal with each Wilderness (10-15 per sub-group).
- * The task force produced a 10-page document on their role and operating procedures.
- * Close to publishing a Final EIS. The preferred alternative is product of task force work.

High Uintas Utah

- * To initiate process, a LAC steering group was formed within the Forest Service along with an ID team made up of Forest Service specialists.
- * LAC process being used to address non-recreation issues.
- * A problem occurred at second task force meeting with citizens who had not been at the first meeting when the task force role and responsibility was discussed. This gave the impression that the Forest Service was controlling process rather than task force.
- * A professional facilitator was hired for \$700 for the third meeting to decide task force membership and straighten out the previous confusion. The task force is continuing to meet.
- * Grazing issue is particularly controversial.

Hells Canyon National Recreation Area Idaho-Oregon

- * Dealing with highly polarized public that did not trust Forest Service.
- * Major issue is allocation between commercial and private types of use - jetboats and floaters.
- * Forest Service contracted with University of Idaho to facilitate LAC process working with task force.
- * Task force met for 15 months. Held 18 full-day meetings with 3 two-day meetings.
- * Completed interviews to select task force members to represent various interests. Used a panel of "experts" to confirm choices of task force members.
- * There are 24 task force members. Alternates are identified.
- * A major visitor survey was conducted to gather baseline data on use and user preferences.
- * Developed system for determining level of consensus.
 - 1) I can easily support the action
 - 2) I can support the action but it may not be my personal preference
 - 3) I can support the action if minor changes are made
 - 4) I cannot support the action unless major changes are madeIf someone had a level 4 concern, then they must come up with different wording.
- * Task force would *never* vote. Voting polarizes people. Also, they did not allow resolved issues to be re-hashed.
- * Forest Service now doing NEPA work, but has been slow.

Fitzpatrick Wyoming

- * Began process one year ago. Held initial public meeting to explain process and interviewed potential task force members.
- * Task force held first meeting then Forest Service delayed process due to other priorities.
- * Task force has now had 5 meetings and is refining issues.
- * Process is currently on hold because person leading process transferred. Also waiting for decision on appeal of outfitter permit issuance before continuing. Composition of task force dominated by outfitters so there is need to recruit more diverse interests before continuing.

Ottawa National Forest Wildernesses Michigan

- * LAC process integrated into Opportunity Area Analysis (Integrated Resource Management Process). Implementation Schedule completed for Sturgeon River Gorge and McCormick Wilderness completed in August 1990. Forest Plan amendment completed in April 1991 and Decision Memo signed in May 1991.
- * Formed McCormick Wilderness Advisory Committee that worked jointly with Forest Service ID team. A table was developed to show the degree of committee consensus on each issue. The Committee also helped with inventory and monitoring under a volunteer agreement.
- * Opportunity Area Analysis used without LAC to develop management direction for Sylvania Wilderness. This process is incomplete. A review session was held in April 1990 to smooth out rough spots. Expect amendment to Forest Plan and Decision Memo in May 1991.

Rattlesnake NRA and Wilderness Montana

- * LAC process used to address management of both the NRA and Wilderness. Six opportunity classes were developed because of the mix with some that span both the NRA and Wilderness. Worked well.
- * Addressed some non-recreation issues such as ladder fuels in the NRA.
- * Task force worked through the LAC steps and developed draft with preferred alternative. The Forest Service believes the draft needs to be reformed before going out for review.
- * One Forest Service person acted both as the facilitator and Forest Service representative. This was very difficult.

Mission Mountains Montana

- * Just beginning process. Intend to use LAC for entire Missions ecosystem. The process will be done cooperatively with the Confederated Salish-Kootenai Indian Tribes.

Olympic National Forest Wildernesses Washington

- * LAC process being used for the Buckhorn, The Brothers, Colonel Bob and Mt. Skokimish Wildernesses. A task force has gone through the LAC steps. Results of their work will be presented to the Forest Leadership Team in the Fall of 1991.
- * Currently developing monitoring direction for the four selected indicators: bare ground at campsites, tree damage, encounters while hiking, and encounters while camping. Difficulty dealing with methodology problems for monitoring social indicators. Concern about identifying all the costs associated with monitoring so they can be fully recognized and justified in the WIS.

South Fork of the Snake River Idaho

- * This was the first major effort to use the LAC process along with a task force to develop management direction in a non-Wilderness setting.
- * Cooperative effort between the BLM and Forest Service.
- * Includes non-recreation issues.
- * Environmental Assessment completed and Decision Memo signed in February 1991.

Sawtooth Idaho

- * Beginning process. Have developed action plan. Selected project leader and facilitator. Addressing non-recreation issues. Presentation made to Forest Leadership Team. Published Citizen Guide.

Bridger, Teton and Gros Ventre Wildernesses Wyoming

- * Hired person specifically to coordinate Wilderness planning effort.
- * Developed overall strategy for process and action plan.
- * Using the Forest Plan Implementation Process to develop WIS. LAC process was used to develop current Forest Plan direction and will continue to be used to develop more site-specific direction. The focus is on identifying actions to meet Forest Plan standards and guidelines where this direction is adequate and identifying actions to refine Forest Plan direction where shown to be needed.
- * An interdisciplinary core team has been formed to initiate public involvement, provide consistency throughout the process and troubleshoot problems as they arise.
- * A Citizen Action Guide was published to indentify what people were interested in and how they wanted to participate.
- * Three task force groups have been formed. They met all together for two meetings to work out a diverse and balanced composition. They are now meeting separately and working on identifying and prioritizing concerns and developing inventory plans for the summer.

Mount Trumbull / Mount Logan Wilderness Arizona BLM

- * Used LAC process to develop wilderness management plan. Completed management plan in September 1990.

* SUMMARY OF THE EVOLUTION OF THE LEADERSHIP AND
PLANNING/COORDINATING/FACILITATING ROLE(S)

This role began with my initiation of the first LAC Task Force meeting (a 2-day workshop) held in February 1982. The purpose of the meeting was to begin a process to address Flathead Forest wilderness management in the BMWC. Other BMWC forests were invited to participate. The Lolo and the Lewis and Clark National Forests were represented. I coordinated the meeting, led the meeting, and personally handled all the followup, the role I played until October 1983, when the McCool contract began.

In March 1982 at the annual BMWC interforest coordination meeting hosted by the Lolo National Forest, I was asked to chair an ad hoc interdistrict committee to develop a proposal for the application of LAC to the entire BMWC. Thus my role informally shifted to an interforest coordinator role. This interforest committee became the LAC Core Team that has led the process since. This core team and the application of the LAC process to the entire BMWC was legitimized in August 1983 with approval by all four BMWC Forest Supervisors of the BMWC LAC action plan.

By this time, with the process progressing, the coordinating/facilitating/planning role had grown to a level impossible for me to handle alone and carry out other staff duties. The contract with McCool assisted by Joe Ashor enabled him to assume the growing workload related to the planner function. However, this did not reduce significantly the impacts on my time but did reduce the visibility of my participation in what had become a three-person role with McCool and Ashor carrying the bulk of the technical detail and logistics support.

With McCool and Ashor out front in the coordination and facilitating role, I continued to lead the Core Team and the Task Force until other leaders began to emerge. For instance, Hungry Horse District Ranger Reesman and Lincoln District Ranger Des Jardins became more active in orchestrating the process. Jack Hooker and Smoke Elser, outfitters; Jim McCreedy, unaffiliated user; Arnold Bolle, Vice President of the Wilderness Society; Richard Kuhl, Montana Wilderness Association all emerged as spokesmen for the process and as leaders among the public representatives in guiding the process along. Thus a leadership network had evolved by the beginning of 1985. As this evolution occurred, my visibility diminished until my role shifted very naturally from the front of the Task Force meetings leading the meetings to the back of the room making the coffee. Ownership and leadership in the process is now dispersed throughout the Task Force.

My involvement has evolved from leader/planner to phase down from the lead planner role to phase down from the leader role. I have maintained an active, yet subtle, orchestrating and monitoring role in the final phase of the process.

THE GREATEST CHALLENGES

1. The interforest/interdistrict nature of the administrative overlay of the BMWC (four National Forests and five ranger districts) resulted in a very difficult intra-agency coordinating/consensus development challenge.

* Excerpt from April 1985 Staff Paper by Jerry Stokes sent to Moose Creek District Ranger, Nez Perce National Forest

2. There was at least in the early stages a wide variation of internal commitment and ownership in the process due to a great extent to the variety among forests in the size of the respective areas managed and the differences among forests in the degrees and immediacy of the problems in need of solutions. This was resolved to some degree by an inter-forest action plan signed by all four Forest Supervisors in August 1983 that provided a framework for a coordinated approach. This took over 1 1/2 years to develop.

3. Much difficulty was encountered in getting agreement on the relationship between the LAC process and the document developed through it and forest planning, particularly the relationship between LAC and the overall BMWC wilderness direction (0-2 Appendix, Lolo Forest Plan), incorporated into each individual Forest Plan. LAC was finally determined to be the response to NFMA requirement to address the need "to limit and distribute use in wilderness" and the NFMA monitoring requirements within the forest planning framework.

4. There were internal semantics and communications problems inherent in the (1) administrative complexity of multi-forest/multi-district management, (2) the conceptual, difficult to define and display facets of the process and the problems, (3) the untried pioneering nature of the situation in which there were no tracks by other managers to follow.

5. The fact that this was the first substantive application of LAC.

6. The size and the socio-political complexities of the BMWC managerial environment.

7. Overcoming internal bureaucratic inertia.

- we don't have enough funding to do it.
- we're too busy with other priorities (oil and gas, forest planning).
- we don't need it now.
- we don't have problems that require action now.
- forest planning (0-2 Appendix) is the wilderness management plan.
- LAC is outside the forest planning process.

8. Maintaining consistency and quality control in inventory/data gathering efforts by field personnel.

9. Overcoming lack of understanding and threat level by seasonal/technician field personnel.

10. Incessant unproductive criticism and lack of trust from some quarters of the outfitter industry.

11. Keeping it all wired together.

WHY IT HAS WORKED

The following are reasons why these efforts have been successful in spite of many unknowns throughout this process.

- Creative financing
- Creation of an adhocracy to build the regime (no bureaucratic framework existed)
- Risk taking
 - Taking one step at a time to get to a general strategic objective (a journey of 1,000 miles begins with the first step)
 - A willingness to build the apparatus and to figure out what we're doing as we went (no clearcut step by step advance game plan)
 - Intuitive pathfinding
 - Willingness to proceed without having the people, the funding and the processes specified and available in advance
 - Willingness to risk failure
- People to champion these efforts
- Overcoming inertia and creation of momentum has engendered support in funding, services and people assistance. It's a lot easier to get people to join a parade that is already moving. Someone has to start the parade!
- Very interested, involved, dedicated citizens' representation that recognized there was a problem that needed solutions; that they had a stake in the problem and the solutions; and that are willing to invest considerable time, energy and in some cases considerable personal financial cost to participate. Motivation came from altruistic concern for problems in the Bob Marshall and enlightened self-interest.
- Applying the principle of reductionism i.e. reducing the elephant to eatable parts. Difficult subcomponents of the problem(s) have been decoupled and assigned to Task Force subgroups to develop solutions.
- Bootlegging wherein we found the funding, support, the people and the talents, and the processes we needed and wired these resources into our efforts when we needed them.
- The support people we brought in from outside our organization have consistently provided more service than we have paid for. Of particular importance has been the contribution of the research community and the resources at their disposal.
- A lot of luck!!

BASIS FOR SUCCESS OF BMW LAC PROCESS SUPPORTED IN CURRENT BEST SELLING
POPULAR LITERATURE

The following are quotes from In Search of Excellence and Megatrends that I feel are relevant to this wilderness planning endeavor.

In Search of Excellence

1. "Product champions" - those individuals who believe so strongly in their ideas that they take it on themselves to damn the bureaucracy and maneuver their projects through the system and out to the customer. p. xvi.
2. Those who implement the plans must make the plans. P. 31.
3. "Creative thought (the precursor to invention) requires an act of faith." P. 47.
4. The scientific paper presents an immaculate appearance which reproduces little or nothing of the intuitive leaps, false starts, mistakes, loose ends, and happy accidents that actually cluttered up the inquiry. P. 48.
5. Pathfinding is essentially an esthetic, intuitive process, a design process. P. 53.
6. Both Warren Bennis in The Temporary Society and Alvin Toffler in Future Shock identified the need for the adhocracy as a way of corporate life. In rapidly changing times, they argued, the bureaucracy is not enough. By "the bureaucracy," they mean the formal organization structure that has been established to deal with the routine, day-in, day-out items of business--sales, manufacturing, and so on. By "the adhocracy," they mean organizational mechanisms that deal with all the new issues that either fall between bureaucratic cracks or span so many levels in the bureaucracy that it's not clear who should do what; consequently, nobody does anything. P. 121.
7. The task force is an exciting, fluid, ad hoc device in the excellent companies. It is virtually the way of solving and managing thorny problems, and an unparalleled spur to practical action. P. 132.
8. ". . . one term for experimenting is 'bootlegging.' (The parallel term is 'scrounging.') There the tradition of squirreling away a little bit of money, a little bit of manpower and working outside the mainstream of the organization is time honored." P. 144.
9. The new idea either finds a champion or dies. . . . No ordinary involvement with a new idea provides the energy required to cope with the indifference and resistance that major technological change provokes. . . . Champions of new inventions display persistence and courage of heroic quality. P. 200.

10. A special attribute of the success-oriented, positive, and innovating environment is a substantial tolerance for failure. You need the ability to fail. You cannot innovate unless you are willing to accept mistakes.

Megatrends

1. "High tech/high touch is a formula I use to describe the way we have responded to technology. What happens is that whenever a new technology is introduced into society, there must be a counterbalancing human response--that is, high touch--or the technology is rejected. The more high tech, the more high touch." P. 35.

High tech - LAC process, data and Geographic Information System (GIS).
High touch - Task Force and intimate human involvement and interaction in the process.

2. "People whose lives are affected by a decision must be part of the process of arriving at that decision." ". . . participatory democracy has seeped into the core of our value system. Its greatest impact will be in government and corporations." P. 175.

3. ". . . we (the citizens) have grown more confident of our own ability to make decisions about how institutions, including government and corporations, should operate." P. 177.

4. "Technical decisions are moving out of the hands of the so-called experts and into the political arena." P. 184.

5. "It isn't technology, it's politics. It isn't facts, it's perceptions." P. 185.

6. "People must feel that they have ownership in a decision if they are to support it with any enthusiasm." P. 209.

7. "The new leader is a facilitator, not an order giver." P. 209.

CONCLUSION

Given the socio-political complexities of the BMWC and the technical complexities of LAC, the citizen involvement in the Task Force is essential to public understanding and support of LAC.

With the finalization of the Stankey et. al. technical bulletin on how to do LAC and the pending completion of the BMWC complete draft showing "what LAC looks like," other units will have a much less difficult time in developing their own LAC document.

Internal agency leadership and facilitating is essential to handle the internal interforest/interdistrict mating dances that a contracted facilitator/coordinator lacks the organizational legitimacy to do. This involves a great deal of impact on the individual keeping "the herd" together.

Depending on the complexity of the managerial and/or the socio-political environment, the services of a neutral facilitator/coordinator/planner are necessary to provide the interface among units, among interest groups and between agency and citizens' representatives and to relieve managers of much of the technical detail, coordination and logistics requirements that are essential to the process. This role requires special interpersonal relations skills as well as technical skills that are not widely available. McCool and Ashor were essential to completion of the process. Both their logistics support and technical/professional expertise have been invaluable to the process.

Someone has to take the initiative and the risk to do what needs to be done regardless of the obstacles.

Subsequent LAC plans should reflect improvements and refinements in the LAC process and plan context over that of the BMWC plan.

A high level of staff officer involvement and commitment is necessary to manage the creative financing and the fiscal slippage and leakage necessary to bootleg the process and to secure the necessary support services that are available in the organization.

No one represents "the" Montana outfitter industry and efforts to establish an industry-wide sense of trust and cooperation in wilderness management through outfitter "leaders" and "representatives" are futile.

RECOMMENDATIONS

- Start the parade regardless of whether all needed resources are available. (All needed resources including time will never be available!)
- Select a champion or allow one to evolve from within the managerial environment or import a champion.

- Build a safety net around the champion to relieve him/her of as many regular responsibilities as possible to allow full focus on the wilderness planning objective.
- Develop an action plan in advance approved by all Forest Supervisors and the Regional Forester.
- Establish LAC targets based on the action plan as part of performance elements. This should emanate from the Regional Forester and include all involved Forest Supervisors, Staff Officers, District Rangers, Resource Assistants, and permanent and seasonal technicians. Everybody should be "brought on board, herded up and headed West" together. Again, having a proto-type to follow will greatly facilitate common understanding of what the objective is and how to reach it.
- Bootleg the process.
- Nurture ownership among the troops and public. This involves continuously encouraging participation and handing out pieces of the action to those willing to accept responsibility. In particular, nurture involvement and ownership by field personnel (seasonal and permanent wilderness rangers and technicians) from the beginning. In depth training in inventory techniques is essential.

Some Principles for Effective Public Involvement and Successful Planning

1. Constructive, positive, and tied to components of the technical planning process
2. Provide opportunities for citizen learning of complexities of agency mandate
3. Well designed, with specific objectives, i.e., what type of information is needed when in the planning process, and how it will be used
4. Participants understand their role, i.e., advice, decision-making, consultation, substantive information
5. Provide a variety of public involvement methods
6. Ensure a diversity of interest group involvement
7. Planner takes an active or assertive role in ensuring public involvement
8. A plan exists to structure the public involvement process
9. Involve public earlier and continuously in planning process
10. Understand the social-political context within which planning is conducted
11. The way in which plans are conducted are often as important to your clients as what the plan proposes
12. Understand the technical planning process and the substance of wilderness management

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December 1990

SO WHAT DOES ALL THIS HAVE TO DO WITH WILDERNESS PLANNING?

The planning process that natural resource managers typically use to address problems is representative of a class of planning processes that are termed "rational-comprehensive" or "synoptic". Synoptic planning is the dominant way in which planning is carried out in North America, and indeed in most of the world today, regardless of the political system.

Synoptic planning is characterized by large information requirements, emphasis on means-ends relationships, identification of specific, explicit and quantifiable goals, search for and evaluation of all reasonable alternatives, and separation of the planning functions from the decision-making functions. Centralized versus decentralized decision-making also characterizes synoptic planning.

Synoptic planners tend to be very competent technical professionals: they know their subject well and are good at applying the planning process to it. The structures of synoptic planning processes are such that the planner is insulated from the dynamics of the social-political context within which the planning is conducted. This isolation allows the planner undivided attention in searching for and evaluating the technical and economic feasibility of alternative courses of action. It provides the planner opportunity to use sophisticated tools, such as mathematical modelling, in the planning process. It allows complete concentration on the nitty-gritty of planning, modeling, quantitative analysis, and so on. And it maintains an aura of objectivity, if not of reality, in the planning process.

This insulation also results in planners being unaware of the rationale for the plan to begin with and certainly leads to planners being oblivious to the social and political context in which plans are implemented. Because the planning function is separate from the decision-making function, planners insulated from the fluidity and dynamics of the social system may be uninformed about the choice criteria or decision rules being used by elected or appointed decision-makers to select among competing alternatives. The social-political attainability of preferred alternatives may be unknown to them even though such alternatives may be technically feasible. They may be ignorant of the often vibrant and fluctuating political framework that has made their task necessary. On the other hand, they may be all too attentive to the thickness of the political ice and seek refuge in the hypothetical challenges of travel cost models, linear programming, and optimization equations. The all too often result is a well-done plan that sits on the proverbial shelf catching the proverbial dust.

So, let's take another look at the social and political context within which planning takes place. We make the basic proposition here that much of our planning takes place within politicized environments, that is, social systems where a variety of groups vie and compete for power to implement actions they feel are in the broader social interest.¹ Government agencies in these environments play the role of carrying out actions that interest groups feel are needed, once those actions receive a congressional or legislative blessing. In a politicized setting, the bestowed

¹I note that the broader social interest defined by individual group is the group's definition, and may not coincide what the larger social system would identify.

legislative power or authority to conduct planning and make decisions about what courses of action are preferred is distinct from the political power or authority to implement plans.

Often, an agency or government will have had at one time in its history monopoly over both powers. And, these powers would have been perceived as one in the same. However, because of mismanagement, changing social conditions, shifts in demands from government, or increased social conflict, the legal powers to conduct and implement plans have not only become distinct, they have separated.

Two things are needed for effective planning—planning that can be implemented. First, we need a sound planning process, one that is explicit, provides for reasonable alternatives, systematic, based on objectives, and understandable. Yet, it is viewed as a necessary, but not sufficient condition for planning. Thus, we also need a consensus among those affected by the plan about the proposed course of action. This second need is essential in politicized environments or settings.

In politicized settings, the values in conflict are well articulated, expressed and pursued by the various contending groups. The arena of conflict expands, contracts, shifts, and moves, but encompasses the agency and its perceived mission. One or several groups may hold the power of implementation rather than the planning agency. Importantly, there may not be recognition of this situation by planners: "We have the legal authority, so let's go do it."

Because values and interests are well defined, well constructed plans will probably negatively impact some value or interest represented by an articulate and outspoken group—one that holds veto power. Good plans may thus create more in the way of disagreement than agreement in contrast to the naive hopes and dreams of the planner that his or her idealized future will become the reality for the masses. The planner is frustrated that politics comes in the way of planning, that decisions are motivated more by political considerations than by purely biological or idealistic ones, or considerations of fairness, equity, or any number of other idealized values.

The citizen is frustrated at the significant effort going into planning that results in no change, or in plans not addressing the needs of a particular interest, or because plans are unrealistic, costly, or result in significant, longlasting environmental and social impact.

Dissatisfaction with synoptic planning has been expressed through legislation requiring public participation in the planning process, specifically the Wilderness Act and the National Environmental Planning Act. Both acts require that federal agencies making certain types of decisions involve the public prior to final decision making, thus formalizing the distinction in separation of powers referred to earlier.

Incidentally, power is given voluntarily by people to others. What is thus given, may be taken away. If an agency or government loses its legitimacy in the eyes of those who have given it power, the people will take the government's or agency's power away. The struggle for power has nothing to do with military potency or technical expertise. It has everything to do with such concepts as relevancy, authoritarianism, flexibility, and competency. People will take back what they voluntarily (through acquiescence, many times) have given to others. This principle is as true of wilderness planning as it is of national governments—witness China, East Germany, Czechoslovakia,

the Philippines. Indeed, all of eastern Europe is representative of a situation where the common people have taken away from the government the power to govern.

The only way around this situation is to create a consensus about the proposed course of action among those affected by it and those that have veto power over implementation. Consensus--grudging agreement--is needed because power to implement is not held by the planning agency, but instead is wielded by some group of citizens.

In North America, plans are created, for the most part, by a small minority of technically educated white middle class males, and as such, they unavoidable reflect the values, biases, and educational background of those planners. The plans planners create and attempt to implement affect human beings--people with interests, concerns, values, goals and--most importantly--dreams. Many of those people have dreams inconsistent--but nevertheless legitimate --with those of the planner.

Synoptic planners approach planning in a very technocratic way--as well they should for this is their job. Their and our language is one of statistics, linear programming, modeling, systems theory, standards, and opportunity classes. The language planners use results in a knowledge gap between the planners themselves and those affected and potentially benefiting from plans.

Our clients use personal knowledge of these same natural and social systems to develop potential solutions to the problems confronting professionally trained planners. Personal knowledge is gained through on the ground experience, can be used to informally estimate the political and social acceptability of potential solutions, and even if a proposed solution will be effective in solving a problem. Personal knowledge is expressed through emotions, experiences, anecdotes.

This type of knowledge is contrasted to the processed knowledge of the planner, which comes in the form of theories, hypotheses, abstractions, concepts, and tables of human experiences reduced to means and standard deviations.

Both types of knowledge may accurately portray the current situation or the projected future. But the difference creates a "crisis of knowing"--the gap between the client and the professional planner according to John Friedman in his book *Retracking America*. Each form of knowledge, while valid, is limited in its ability to form an exclusive basis for action in society. Yet, action in society is linked to all levels and many different groups. It involves many different agencies or actors rather than being the domain of one: Actors are related to each other in complex ways, some roles may be performed in isolation to others, while other roles reflect a communal interdependency. Thus, a successful outdoor recreation management plan requires not only agency leadership, but usually the support of outfitters, guides, clients, visitors, Fish and Game agencies, licensing bureaus and so forth.

The communication gap between the planner and client that inhibits effective implementation of societal action can be narrowed or closed altogether only through a series of interpersonal transactions and engagements that combine the knowledge of each with action. Thus, is borne the idea of transactive planning.

Transactive planning is built upon three major concepts, with each tiered to the other.

At the basis of transactive planning is dialogue--or the constructive exchange of information between planners and clients. Dialogue consists of two types:

1. Person-centered. This is the primary level of communication requiring face-to-face interaction. Person-centered dialogue promotes relationships based on communication of feelings and emotions more than on facts and figures. It is the development of personal relationships.
2. Subject-matter related. This is the data and technical planning processes the subject of the planning discussion.

Only through dialogue, based on legitimate person-centered communication can real progress be made. Thus, the basis for planning is a series of transactions between the planner and affected citizen.

The second component is mutual learning. This is the real objective of dialogue. This is the process in which the processed knowledge of the planner is related to the personal knowledge of the client. In mutual learning, each comes to know and understand where the other is coming from. We can extend this to state that mutual learning occurs among all those affected by planning processes when they come to understand, if not agree to, the positions, concerns, and values of others--including the lay public and the technical planner. Through mutual learning, however, comes the consensus needed to implement plans in politicized settings.

To accomplish this goal, then, the planner's skill in managing interpersonal relationships becomes a characteristic of equal importance to the technical planning skill. In a sense, the planner's role becomes one of facilitating others in solving societal problems.

Under Friedman's theory, mutual learning leads to societal guidance or action. By societal guidance, we mean the planner jointly with those affected decides on an appropriate course of action, and the resources are marshalled to effect implementation.

As one can conclude, this approach to public involvement is considerably different from one where a draft plan is written in some agency's basement, it "goes public", the comments are received, the final plan is implemented, an appeal is received, and the plan is rewritten.

Common Questions

1. Doesn't this type of public involvement lead to usurping decision-making authority of the agency?
2. Won't things get out of control?
3. What about voting as a public involvement technique for selecting among alternatives?
4. How does public involvement relate to steps in the planning process?
5. How do our clients who participate in this type of planning feel about their commitment to the plan?
6. What other types of long term benefits can be secured through this type of planning?

Responses to Questions

1. Generally, agencies do not have the legal authority to delegate decision-making to the public, and transactive planning, as it has been practiced, proposes no such transfer. What it does is allow planners to become sensitized to the public's concerns prior to developing plans that the agency then feels it must defend. Perhaps one of the problems with many public involvement programs is that the role of the public was not clear in the planner's mind, nor was it in the public's. The public's role was limited to some vague charge of commenting on somebody else's plan.
2. Natural resource planners and managers often express reservations about intimate public involvement in planning because they feel things will "get out of control". The real life situation, however, is that things are now out of control in the sense that the dynamic social-political forces shaping resource management are wielded by the public — our clients. Natural resource managers and planners must understand that these forces shape and influence decisions, and that professionals have only one opinion among many. Actually, transactive planners have found many in the public that are sensitive to the important amenity values that we are mandated to protect, and these people can be counted on to articulate those values.
3. Voting is a choice selection process best reserved for elections and initiatives. Voting requires our clients to reduce complex issues to simple yes and no responses when the focus of the planning process should be to resolve the problem. Resolving the problem sometimes means developing several new solutions to be applied at the same time or in stages. Using voting to choose among alternatives provides an incentive for interest groups to "stack" public meetings, and itself sometimes becomes an issue.

4. Success of this type of planning is related to the structure of the planning process and involving the public in each step of it. This focuses the participation, as well as management effort into a constructive type of participation. Planners know what type of information is needed, when, and how it will be used. The public will have similar expectations.
5. Plans constructed in this way result in ownership of the plan by those who built it. In traditional planning, ownership was limited to planners who had no power of implementation—which was a source of frustration—and who often would transfer out of an area.
6. Two important benefits are learning and trust. Involving the public in the intimate details of agency planning creates an informed client. The public comes to know the subject matter better, and comes to appreciate the difficulty and complexity of making decisions about amenity and recreation values. They come to a greater understanding about how difficult it is to decide among conflicting values and futures. The public also increases its trust level of the agency because they come to see how it works and how the agency has opened its processes to it.

ACTION PLANS

**DRAFT
Action Plan
(Time Line)**

1991

October

1. Obtain Line Officer Agreement for Forest Plan Amendment (Jack Bills)
Terry Clark will do this. Dean + ?'s need to "interview" Bills for specific objectives of the Wilderness Management Plan Revision.
2. \$ Fund WAE 5/7 Wilderness Technician (13/13). Make 2 year commitment (i.e. funds for 12 months each year need to be available for the project).
3. \$ Fund WAE GS-7 Fire Technician (13/13) additional 6 months each year for 2 years.
4. \$ Identify time commitment & funding for GS-4 clerk/typist. (approx. 1 week/month to do note taking at task force meetings (meeting documentation), type the newsletter, handle the mailing list, etc.) Wilderness will have to pay overtime for any evenings or weekend work. Business Mgmt. will cover normal working hours.
5. \$ Identify upcoming training opportunities for Dean, Brown, Streit?, etc. Sign up for classes, attend any LAC conferences/workshops, etc.
****See Training schedule attached to this document****

October - December (Education Period)

1. Research how to put together a Citizen Task Force. Meet with A. Pinkerton 11/5/91. Find out all the different alternatives for developing/ putting together Task Forces. Identify Task Force's overall goal. Identify groundrules & sideboards for Task Force. (i.e. Don't discuss proposed wilderness areas, Do attend ALL meetings, etc.)
2. \$ Dean/Brown learn about LAC. Attend workshops, read, phone, attend other LAC meetings that are ongoing. Network. Get newsletters from every LAC group out there. **** See attached training schedule****
3. *Train D4 staff about Wilderness Plan/LAC. (Develop a generic program/slide show that could be given at any meeting to teach folks about LAC, etc.) (L-and-C show) (week of dec. 10-13)

4. Find or buy tape recorder.
5. Identify SNRA/FS core team for LAC. (Develop vision statement if group desires). Identify roles and titles for all members.
Liese - Coordinator Carol-Facilitator Ken-NEPA specialist/I.D. rep.
Terry-Line Officer(for Jack/Carl) Tom-Advisor/budget Mose-technical advisor
6. Identify FS NEPA core team. Internally discuss relationship between task force and Interdisciplinary Team. (let them know) CORE TEAM- Ken, Robin, Wally, Tom, Dave Gilman, Liese, Ecologist??. Carol B., Vicki??.
AD HOC TEAM - Seth, Mark, Denise, Gary Gadwa, Jeff Gibardi, Jay Dorr
7. Research the inventory/monitoring process.
8. Christmas!

1992

January - March (Pre Task Force Meeting Work)

1. Write public involvement plan (E.Waldapfel). Ready by January 20, 1992.

*Press Releases about Task Force & LAC need to go out according to public involvement plan.

\$ *Prepare brochures to distribute on what LAC/WIS/Wilderness Plan/Citizen Task Forces are, (within scope of Public Inform & Involve Plan).

*Identify & develop (internally) a list of potential task force members and groups that should be represented on the Task Force based on public involvement plan. Have team put together by March 15, 1992.

*Start Public Scoping (NEPA). Relate to legislation (why we are amending the Forest Plan). Get external issues & concerns.

*Start Internal Scoping. Internally, identify issues & concerns.

*Compile responses to Scoping and Issues/Concerns. Have a written product ready for Task Force by March 25, 1992.

*Develop mailing list. Try to get national representation. Base on public involvement plan.

*Develop newsletter -it will highlight important points of meetings, where the issues & group are heading. Will be sent out to anyone on mailing list. This will be ongoing, and sent out after every meeting. Have format ready (for Task Force Meeting), by March 30, 1992.

2. Identify FS resources available to help core LAC team AND Citizen Task Force Team. (Ongoing process. Type onto DG by issue/resource)

3. Locate all existing research/studies done on any use in Sawtooth Wilderness. (Include both resource and social data.) (This will be ongoing through March '92). Compile existing data base. Have ready for Task Force by March 25, 1992. (GIS, Gap Analysis, GMP info., Trailhead data, Forest plan data - ask Cecil.

4. Identify how many folks will be required to do summer monitoring (1992). Consider if Dean can supervisor, or if a separate supervisor is required.

Alternatives: FS summer seasonal employees, Student interns, SCA's, Sierra Club members, Volunteers, Contracts.

\$ *Hire/recruit employees/volunteers for monitoring and inventorying during June, July, August, September, 1992.

5. \$ *Line up locations for Task Force Meeting Sites, alternative sites, resources needed for meetings (i.e. VCR's, doughnuts, etc.). Get Task Force input on times/formats for meetings. Set general time line for meetings.

6. Develop a "Latitude Chart" that shows what the Task Force can legally do and what it cannot legally do. (i.e. it cannot alter the Wilderness Act.) Include: sideboards, definitions, etc.

7. \$ *Develop response form for trailhead boxes. (they will measure social & resource data). Place at trailheads for summer 1992. (Liese will do).

8. Write WIS. (Liese to Humbolt for WIS-writing). **9.*Prepare for first Task Force Meeting, April 4, 1992.***

April-May 1992

1. Develop potential Opportunity Classes Apr-May. Have written product ready for Task Force for 3rd Task Force Meeting.

2. Put together list developed by LAC core team of Social & Resource Condition Indicators. Have a written product ready for Task Force by 4th Task Force Meeting.

3. **First Task Force Meeting - April 4, 1992.**

Introductions; Housekeeping; planning process; wilderness management; LAC; develop common goals; consensus process, etc. Identify issues/concerns.

4. **Second Task Force Meeting - May 2, 1992.**

Task Force will develop opportunity classes. Introduce latitude chart.

5. **Third Task Force Meeting** - June 6, 1992.

Task force will develop and finalize monitoring indicators and produce a written document at this meeting to be used by the summer monitoring & inventorying crew.

June-September 1992

1. Monitoring/inventorying begins. (RAPID inventory process)
2. Team Building session for Task Force - 2 days in the Sawtooth Wilderness with Kirk Bachman. (second week in Sept. 1992)

September-October 1992

1. Compile data from inventory and monitoring. Put into usable format for Task Force.
2. Core Team evaluates which issues can be handled within scope of planning vs. another forum.
3. **Fourth Task Force Meeting** - September 26, 1992
Specify standards for resource & social indicators for each opportunity class. (standards for acceptable limits of change).

October-December 1992

- ***Fifth Task Force Meeting** - about October 24/25, 1992. **Two day meeting**
- ***Sixth Task Force Meeting** - December 5, 1992.
- *Break until after holidays.

1993

January - May

FOREST PLAN

WILDERNESS MANAGEMENT

DIRECTION

BRIDGER-TETON NATIONAL FOREST LAND MANAGEMENT PLAN

Forest Objectives Met by Wilderness Management Direction

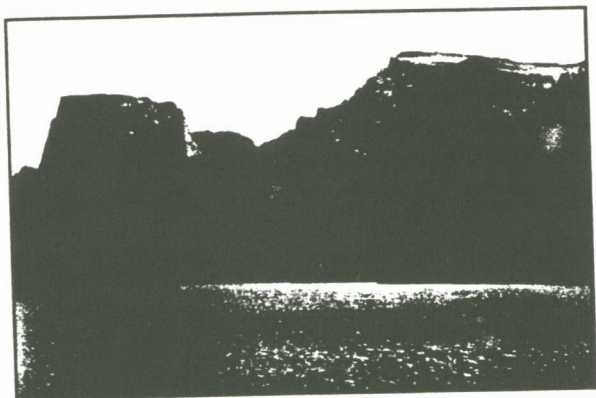
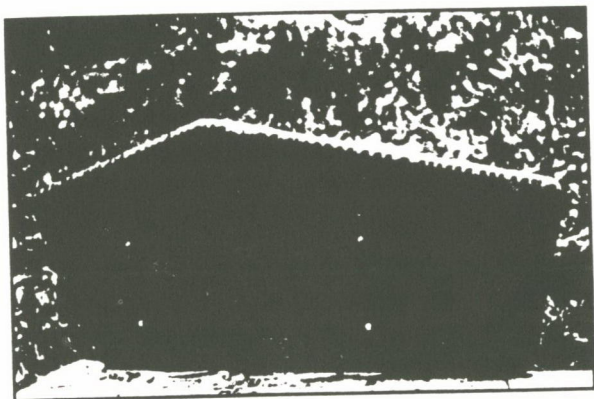
- Goal:** Communities continue or gain greater prosperity.
- 1.1e Provide undisturbed areas for use by outfitter and guide clients.
 - 1.1g Help re-establish historic elk migration routes to provide increased viewing and hunting opportunities for outfitters and clients.
 - 1.1h Provide forage for about 260,000 Animal Unit Months of livestock grazing annually.
- Goal:** Adequate habitat for fish, wildlife, and edible vegetation is preserved for human food needs.
- 2.1a Provide suitable and adequate habitat to support the game and fish populations established by the Wyoming Game and Fish Dept, as agreed to by the Forest Service.
 - 2.1b Provide opportunities for people to collect edible forest products such as mushrooms and berries.
- Goal:** Grizzly bear recovery is achieved.
- 3.1a Provide suitable and adequate amounts of habitat for recovery of a viable grizzly bear population in the Greater Yellowstone Area as identified in the Grizzly Bear Recovery Plan.
 - 3.1b Prevent needless encounters between grizzly bears and people, and prevent grizzly bears from gaining access to such attractants as food and garbage.
- Goal:** Recovery is achieved for Endangered species.
- 3.2a Cooperate with the Wyoming Game and Fish Dept. and the US Fish and Wildlife Service to establish the gray wolf in the Greater Yellowstone Area if the decision to do so is made.
 - 3.2d Reduce preventable, human-caused mortality of bald eagles to zero per year, with emphasis on public education.
 - 3.2e Provide suitable and adequate amounts of habitat for bald eagles.
 - 3.2f Secure 2 nesting pairs and provide suitable and adequate amounts of habitat for peregrine falcons.
 - 3.2g Prevent human-caused mortality of whooping cranes.
 - 3.2h Provide suitable and adequate amounts of habitat for summer resident whooping cranes.
- Goal:** A natural or slightly modified appearance for trails and concentrated dispersed recreation areas is achieved and areas are capable of sustaining human use without unacceptable resource loss or jeopardy to human health and safety.
- 4.5a Close, reconstruct or relocate trails.
 - 4.5b Close, rehabilitate or relocate concentrated dispersed campsites or make developed improvements to protect basic resources.
- Goal:** The wilderness character of Congressionally designated Wildernesses is retained or regained.
- 4.6a Retain and where necessary, restore high quality wilderness environments.
 - 4.6b Prevent human overcrowding in Wildernesses that leads to a loss of wilderness values, providing alternate recreation locations when a wilderness setting is not key to a visitor's experience.

Desired Future Condition 6A-6D and 6S Wildernesses, Wilderness Study Areas, and Wild Rivers

Theme: A mostly pristine area where the presence of people is rarely or never noticed.

Experience: In the National Forest Wilderness, you find almost no signs of people away from trails or camping areas. The Wilderness shows you the natural processes of plants and animals living and dying. You see that old-growth forest is approaching maximum levels of acres with the result that some loss of shrubs and other forage species has happened. You may find areas of the forest where recent burns or blowdowns dominate the landscape.

You find big-game habitat in less-than-best condition in some areas. Hunters find that resident and migratory elk numbers are high because they are rarely disturbed. Big-game hunting seasons are longer and less restricted than in other areas of the National Forest with many open roads. You can usually find outfitted hunting available. Resident trophy elk, deer, and moose are generally available.



Primitive recreation, scenery, and wildlife are the primary resources of DFC 6A-6D and 6S.

If you go fishing and hike into a remote area, you may find that access is difficult and takes quite a bit of time. Better fishing is generally available to you if you are willing to travel longer distances. Fish are abundant except for popular areas where some restrictions may have been applied.

You may find some sheep, cattle in some areas, and pack animals throughout the Wilderness. Recent livestock grazing is evident in some areas but not in others.

Those seeking a primitive experience will find it here.

Mineral and energy development is not permitted except where allowed under prior rights, or through Congressional direction as in the Palisades Wilderness Study Area.

Wilderness-wide Resource Management Prescriptions, Standards, and Guidelines

Wilderness-wide Prescriptions, Standards, and Guidelines apply to all resources within Wilderness.

Recreation

Recreation Prescription — Management seeks to preserve spontaneity of use and as much freedom from regulation as possible by relying on visitor education as a management tool. The primary management strategy is to use the minimum amount of tools, equipment, or structures needed to accomplish site-specific work and those that least degrade wilderness values.

Personal risk and challenge associated with adverse weather conditions, isolation, physical hazards, and lack of rapid communication and travel are appropriate features of the wilderness setting, and it is neither practical nor desirable to eliminate such risks.

Land and Resource Management Objectives addressed and, in part, met by the Wilderness recreation prescription include: 1.1(e), 2.1(a,b), 2.3(a), and 4.6(a,b).

Recreation Strategy Guideline — The following recreational strategies should be used, listed in descending order of preference:

First Action — Efforts are directed towards information and education programs and correction of visible resource damage. Emphasis will be placed on physical restoration of campsites and visitor contacts.

Second Action — If the first action is unsuccessful, restrict activities by regulation.

Third Action — If the first and second actions fail, restrict numbers of visitors.

Fourth Action — If first, second, and third actions are not successful, a zone can be closed to all recreation use until the area is rehabilitated and restored to natural conditions.

Education Standard — Information and education, emphasizing no-trace camping, will be a primary method for controlling the impact of use on the Wilderness environment.

Limits of Acceptable Change Standard — Standards for acceptable physical and social conditions will be described for opportunity classes within the Wilderness in order to determine limits of acceptable change.

Campsite Restoration Standard — Managers will concentrate on improving conditions at degraded campsites.

Recreation Opportunity Guide (ROG) Standard — Descriptive sheets will not be prepared for Wilderness.

Pet Control Standard — Pets will be under owner's physical control at all times such that pets don't interfere with other visitors, livestock, or wildlife.

Cache Standard — The National policy on caches will be followed.

Frequency of Encounters Guideline — Social impacts considered unacceptable include numerous encounters with other parties on trails and vary by opportunity class within Wilderness. A permit system may be established to achieve frequency-of-encounter standards.

Frequency of Encounters Standard — Frequencies of Encounters will be measured as stated:

A (pristine) — No more than two other parties met per day.

B (primitive) — No more than five other parties met per day.

C (semi-primitive) — No more than 12 other parties met per day.

D (transition) — No more than 20 other parties met per day.

Party Size Guideline — By 1992, party size limits of 15 people and 25 stock should be implemented to reduce impacts on the physical and social setting. Outfitters may be allowed larger groups under terms of their special-use permits.

Signing Guideline — Signs may be placed at these locations and in these situations:

System trail junctions,

Wilderness restoration sites, and

Area or trail closures.

Signing Standard — Signs will not be placed at these locations and in these situations:

Trail-less areas,

Along non-system trails,

To identify natural features, and

To provide for on-site interpretation.

Lakeshore Stock Use Standard — Grazing of recreational stock will be at least 100 feet from lakes. The picketing or tethering of recreational stock overnight must be at least 200 feet from lakes, trails, facilities, and other occupied camps.

Forage Utilization Standard — Site-specific standards will be developed to determine the amount of grazing allowed by recreational stock.

Salt Standard — Salt for recreational livestock will be in block form and will be kept in leach-proof containers. Salt will be packed out of the Wilderness at the end of each trip or at the end of the permitted use period.

Weed-Free Feed Standard — Pack-in feed will consist of certified weed-free pellets and grain.

Outfitter and Guide Permit Standard — Additional outfitter or guide permits will be issued only after a decision is made establishing the maximum desired level of outfitter services on each District. Additional analysis and public involvement will be necessary.

Non-Recreation Special-Use Permit Standard — No additional non-recreation special-use permits will be authorized and existing permits will be phased out unless they are specifically provided for in law or regulation.

Visual Quality

Visual Quality Prescription — The Visual Quality Objective is Preservation.

Land and Resource Management Objectives addressed and, in part, met by the Wilderness visual quality prescription include: 4.6(a).

Fisheries and Wildlife

Fisheries and Wildlife Prescription — Native animal and plant species are maintained, with special emphasis on the preservation of Threatened, Endangered, and Sensitive species and their habitats. Visitor actions which tend to alter the natural behavior of wildlife, such as the practice of leaving food or garbage available to be eaten by bears, is not allowed. Visitor education is emphasized as a tool to gain compliance. Native wildlife can be re-established if eliminated by human influence.

Land and Resource Management Objectives addressed and, in part, met by the Wilderness fisheries and wildlife prescription include: 1.1(g), 2.1(a), 3.1(a,b), 3.2(d-h), 3.3(a), 4.6(a), and 4.7(d).

Fish and Wildlife Exclosure Structures Standard — New exclosure structures will be installed using primitive materials.

Habitat Diversity Guideline — Diverse fish and wildlife habitat types should be maintained within each watershed to provide sufficient habitat to meet Wyoming Game and Fish Department population objectives and distribution requirements of native wildlife including non-game, small game, big-game, fish and Threatened, Endangered, and Sensitive plants and animals.

Fisheries Habitat Guideline — The Wilderness-wide Standards and Guidelines are the same as the Forest-wide Standards and Guidelines.

Vegetation: Timber Prescription — Logging is not permitted.

Vegetation: Timber

Minerals Prescription — No mineral or energy development is allowed except for valid rights established prior to Wilderness designation by Congress.

Minerals

Land and Resource Management Objectives addressed and, in part, met by the wilderness minerals prescription include: 4.4(a,c).

Soil, Water, and Air Prescription — Soil, water, and air values are protected to retain pristine wilderness characteristics.

Soil, Water, and Air

Land and Resource Management Objectives addressed and, in part, met by the Wilderness soil, water, and air prescription include: 1.3(a,b), 4.6(a), and 4.7(b).

Water Protection Standard — A recreation guide will be developed covering health, sanitation and safety issues. Humans will be encouraged to bury human and dog feces at least 100 feet from streams and lakes in Wildernesses. For further information, see *1986 CFR 261.11 a,b,c and Wyoming Department of Environmental Quality, Water Quality Rules and Regulations, Chapter 11, Table 1, p. 93.*

Class I Area Standard — The potential effects of air pollution upon the air-quality-related values of Class I Wildernesses will be evaluated.

Facilities Prescription — Facilities are kept to a minimum and removed from the Wilderness when no longer needed.

Facilities

Land and Resource Management Objectives addressed and, in part, met by the Wilderness facilities prescription include: 4.6(a).

Facility Maintenance Standard — Except for sites with inventoried historic value, administrative sites will be removed when they can no longer be maintained.

New Facility Standard — No new facilities or expansion of existing facilities—administrative sites, lookouts, or Forest Service fences—will be considered.

Telecommunication Standard — Self-contained radio repeaters or electronic sites will not be installed.

Access: Trails Prescription — Management of areas other than those in DFC 6A requires a trail system for exclusively non-mechanized travel.

Access: Trails

Land and Resource Management Objectives addressed and, in part, met by the Wilderness trails prescription include: 2.3(a), 2.5(d), and 4.6(a).

Trail System Planning Standard — The trail system will only be expanded into areas without trails after determination that it is necessary to meet Wilderness-management needs. Remote and pristine areas will be kept as they are in most cases.

Trail Construction Guideline — Native, local materials should be preferred in trail construction and maintenance, including bridges and drainage structures.

Trail Bridge Standard — Bridges and culverts will not be built for user convenience, but will be installed to protect resources or provide for visitor safety. Bridges will be built only to standards needed for safe crossing.

Trail Maintenance Standard — On trails appropriate for stock use, brush removal will be kept to the minimum needed to provide safe passage. Trailside snags will not be felled unless they present a safety hazard.

Trail Blazing Guideline — Trail marking will be minimal, as natural-appearing as possible, and only used where needed to ensure safe travel. Cairns and posts will not be painted.

Trail Management Standard — Trails will be built, relocated, and maintained for the following purposes:

Visitor safety,

Prevention of resource damage,

Use distribution if determined desirable,

As required for administrative or permitted resource purposes,

To reduce potential for human/grizzly bear contact, and

To reduce the chance for contact with threatened and endangered species.

Cultural Resources

Cultural Resources Prescription — Cultural sites are protected from destruction and vandalism, and allowed to deteriorate with time. Active maintenance of structures included on the National Register of Historic Places is appropriate. Scientific study of cultural resources is permissible within the intent and concept of Wilderness. Study or management does not normally include any excavation, restoration, or on-site interpretation activities.

Land and Resource Management Objectives addressed and, in part, met by the Wilderness cultural resources prescription include: 4.9(a).

Protection: Wilderness

Protection: Wilderness Prescription — Wilderness character is preserved.

Land and Resource Management Objectives addressed and, in part, met by the Wilderness resource protection prescription include: 4.6(a,b).

Human Influence Standard — Natural agents of ecological change will be allowed to operate freely in the Wilderness. All other uses allowed in Wilderness, including commercial activities, will be managed to preserve Wilderness character.

Weed Control Guideline — Non-native plants, especially those which may significantly alter natural plant succession, should be controlled as needed, by means that have the least impact on the Wilderness resource.

Research Guideline — Research that will help resolve Wilderness management problems should be given encouragement and cooperative aid, as administrative time and funding permit.

Wild and Scenic River Standard — On the following river segments within Wilderness identified as eligible for Wild River status, no actions will be taken that might affect eligibility:

Buffalo River,

Yellowstone River, and

Thorofare River.

Protection: Fire Prescription — Fire management emphasizes preservation of Wilderness values and allows natural processes of ecological change to operate freely.

Land and Resource Management Objectives addressed and, in part, met by the Wilderness fire prescription include: 4.6(a).

Fire Protection Guideline — Wildfires will be managed in accordance with approved Wilderness Fire Management Plans for each Wilderness Area. The favored suppression techniques should be those which have the least long-term impact on Wilderness resources.

Protection: Pests Prescription — Insects, diseases, and noxious weeds are not controlled.

Land and Resource Management Objectives addressed and, in part, met by the Wilderness insect, disease, and noxious weed prescription include: 4.6(a).

Protection: Fire

Protection: Pests

Management Prescription 6A

Management Emphasis — Management emphasis is for the protection and perpetuation of pristine biophysical conditions, and a high degree of solitude with essentially no perceptible evidence of human use. Natural biological processes are not adversely or artificially changed over time by human use.

Land and Resource Management Objectives addressed and, in part, met by achieving this Desired Future Condition include: 1.1(g), 2.1(a,b), 3.1(a,b), 3.2(a,d-h), 4.5(a,b), and 4.6(a).

Resource Prescriptions, Standards, and Guidelines

Recreation Prescription — Little evidence of human use or presence exists. Primitive recreation opportunities are available.

Recreation

Visual Quality

Visual Quality Prescription — The Visual Quality Objective is Preservation. Only natural processes are appropriate. Evidence of human activities, including trails, signs, and obvious campsites is minimized.

Fisheries and Wildlife

Fisheries and Wildlife Prescription — Animal populations and distribution are affected by natural processes. Management of habitat is not permitted except to meet recovery level for Threatened and Endangered species as required by the Endangered Species Act.

Vegetation: Range

Vegetation: Range Prescription — Livestock grazing is not permitted. Pack and saddle stock grazing is permitted.

Access: Trails

Access: Trails Prescription — All travel is cross-country.

Trail Standard — All user-created trails will be physically closed with native materials and allowed to rehabilitate and no new trails will be built. There are no system trails within this prescription.

Signing Standard — All existing signs will be removed and no new ones installed.

Encounters Per Day Guideline — Parties encountered per day during peak recreational use seasons should not exceed a maximum of two.

Management Prescription 6B

Management Emphasis — Management emphasis is to provide for the protection and perpetuation of natural biophysical conditions and a high degree of solitude for visitors but with some perceptible evidence of past human use.

Land and Resource Management Objectives addressed and, in part, met by achieving this Desired Future Condition include: 1.1(e,g,h), 2.1(a,b), 3.1(a), 3.2(d-h), 4.5(a,b), and 4.6(a).

Resource Prescriptions, Standards, and Guidelines

Recreation

Recreation Prescription — On-site regulation of recreation use is minimal.

Campsite Restoration Guideline — Restore campsites in Frissell Condition Classes 3, 4, and 5, to meet Class 2 or better.

Visual Quality

Visual Quality Prescription — The Visual Quality Objective is Preservation.

Fisheries and Wildlife Prescription — Animal populations and distribution are affected by natural processes. Management of habitat is not permitted except to meet recovery level for Threatened and Endangered species as required by the Endangered Species Act.

Vegetation: Range Prescription — Range is managed to maintain and enhance range and watershed condition while providing forage for livestock and wildlife.

Vacant Allotment Guideline — Vacant allotments will be restocked only to meet resource-management needs.

Access: Trails Prescription — Travel is cross-country or by low-density trail system.

Trail Construction Standard — Trails will be built or improved only when needed to meet Wilderness objectives.

Trail Location Guideline — Main trails should be rerouted away from lakes. Vegetation screens should be maintained between the trail and lake or stream. Spur trails providing access to lakes or streams may be built.

Trail Density Guideline — Over the life of the Forest Plan, an average of no more than 0.2 mile of trail per square mile of area should be attained.

Encounters Per Day Guideline — Parties encountered per day during peak recreational use seasons should not exceed a maximum of five.

Sign Placement Standard — To provide for user safety, directional signs without distances indicated and showing only major destinations will be located only at major intersections. The number of signs will be minimized and all other existing signs will be removed.

Signing Materials Standard — Signs will be built of wood with routed lettering and left unfinished. Signs will be mounted on round, unfinished posts.

Bridge Construction Standard — Bridges will be built and maintained to protect soil and streambanks only where no safe opportunity exists to cross a stream during periods of normal water flow. Bridges will be built of native materials and require primitive skills and construction techniques.

Management Prescription 6C

Management Emphasis — Management emphasis is to provide for the protection and perpetuation of essentially natural biophysical conditions. Solitude, a low level of encounters with other users, and little evidence of past use are important.

Land and Resource Management Objectives addressed and, in part, met by achieving this Desired Future Condition include: 1.1(e,g,h), 2.1(a,b), 3.1(a), 3.2(d-h), 4.5(a,b), and 4.6(a).

Resource Prescriptions, Standards, and Guidelines

Recreation

Recreation Prescription — Concentrated use areas show evidence of repeated but acceptable levels of use.

Campsite Restoration Standard — Campsites will be managed to maintain Frissell Condition Class of 3 or better. Non-permitted campsites in Classes 4 or 5 will be restored and naturalized. Permitted campsites will be managed to minimize visual impact and comply with the Standards for Class 3.

Visual Quality

Visual Quality Prescription — The Visual Quality Objective is Preservation.

Fisheries and Wildlife

Fisheries and Wildlife Prescription — Animal populations and distribution are affected by natural processes. Management of habitat is not permitted except to meet recovery level for Threatened and Endangered species as required by the Endangered Species Act.

Vegetation: Range

Vegetation: Range Prescription — Range is managed to maintain and enhance range and watershed condition while providing forage for livestock and wildlife.

Vacant Allotment Standard — Vacant allotments will be restocked only to meet resource-management needs.

Forage Management Practices Standard — Grazing management will control livestock numbers so that livestock use will be within grazing capacity. Distribution will be achieved through riding, herding, or salting. Improvements will be minimal and built only to the extent needed to cost-effectively maintain stewardship of the range. Improvements will be built with native material when possible.

Access: Trails

Access: Trails Prescription — Travel is primarily along system trails.

Signing Placement Standard — To provide for user safety, directional signs without showing distances and indicating only major destinations will be placed only at major intersections. All other signs will be removed. Administrative signs such as “Closed to Camping” will be appropriate.

Sign Materials Standard — Signs will be built of wood with routed lettering and left unfinished. Signs will be mounted on round unfinished wood posts.

Trail Density Guideline — Over the life of the Forest Plan, an average of no more than 1 mile of trail per square mile of area should be attained.

Encounters Per Day Guideline — Parties encountered per day during peak recreational use seasons should average 12, varying from 6 to 15 depending upon conditions.

Trail Construction Standard — Trails, bridges, and drainage structures will be built or improved as needed to prevent soil and water damage and to accommodate recreation use.

Fisheries and Wildlife

Vegetation: Range

Access: Trails

Bridge Construction Standard — Bridges will be built only where no safe opportunity exists to cross a stream during periods of normal water flow. Bridges will be built with native materials, using primitive skills and construction techniques.

Portal Information Standard — Trail portal information and facilities—bulletin boards and detailed signs—will be located outside the Wilderness.

Management Prescription 6D

Management Emphasis — Management emphasis is to provide for the protection and perpetuation of essentially natural biophysical conditions inside Wilderness boundaries which are adjacent to and accessed from heavily used developed recreation sites. Management is directed towards providing a natural physical setting and Semi-primitive Non-motorized social setting.

Land and Resource Management Objectives addressed and, in part, met by achieving this Desired Future Condition include: 1.1(e,g,h), 2.1(a,b), 3.1(a), 3.2(d-h), 4.5(a,b), and 4.6(a).

Resource Prescriptions, Standards, and Guidelines

Recreation Prescription — Solitude and low level of encounters with other users, or evidence of past human use are not an essential part of the social setting.

Visual Quality Prescription — The Visual Quality Objective is Preservation.

Fisheries and Wildlife Prescription — Animal populations and distribution are affected by natural processes. Management of habitat is not permitted except to meet recovery level for threatened and endangered species as required by the Endangered Species Act.

Vegetation: Range Prescription — Range is managed to maintain and enhance range and watershed condition while providing forage for livestock and wildlife.

Vacant Allotment Standard — Vacant allotments will be restocked only to meet resource-management needs.

Forage Management Practices Standard — Grazing management will control livestock numbers so that livestock use is within grazing capacity. Distribution will be achieved through riding, herding, or salting. Improvements will be minimal and built only to the extent needed to cost-effectively maintain stewardship of the range. Improvements will be built with native materials when possible.

Access: Trails

Access: Trails Prescription — Travel on trails includes large numbers of day-users traveling short distances into the Wilderness.

Trail Density Guideline — Over the life of the Forest Plan, an average of no more than 2 miles of trail per square mile of area should be attained.

Encounters Per Day Guideline — Parties per day during peak recreational use seasons should not exceed 20.

Trail Construction Standard — Trails and bridges will be built or improved to accommodate heavy use.

Trail Condition Standard — Trail tread width may exceed 24 inches. Multiple “braided” trails that develop will be obliterated and relocated so there is only one tread.

Portal Information Standard — Trail portal information and facilities—bulletin boards, detailed signing—will be located outside the Wilderness.

Boundary Posting Standard — Boundary signs will be located on all entrance trails.

Management Prescription 6S

Management Emphasis — The Wyoming Wilderness Act designated two areas on the Bridger-Teton National Forest for wilderness study: Shoal Creek and Palisades. The Wilderness Study Areas (WSAs) will be managed to protect long-term wilderness attributes. No activities will be allowed that will jeopardize the eligibility of the WSAs for future Congressional designation as Wilderness. Existing uses of the WSAs, such as snowmobiling and mountain biking, will be allowed to continue.

Land and Resource Management Objectives addressed and, in part, met by achieving this Desired Future Condition for Wilderness Study Areas include: 1.1(f), 2.3(a,b), 4.4(c), and 4.6(a,b.)

Resource Prescriptions, Standards, and Guidelines

Minerals

Minerals Prescription — Oil and gas leasing and development is allowed in the Palisades WSA but not in the Shoal Creek WSA.

Energy Development Standard — The Conditional Surface-Occupancy stipulation specified in *Sierra Club v. Peterson* applies to the Palisades Wilderness Study Area.

Teton Wilderness

Location — Located in the northern-most part of the Teton Division of the Bridger-Teton National Forest.

Special Features — Two Ocean Pass National Natural Area and Huckleberry Mountain Fire Lookout.

Desired Future Condition Acreage

<u>DFC</u>	<u>Acreage</u>
6A	279,000
6B	249,100
6C	51,400
6D	4,000
Total	583,500

Recreation

Teton Wilderness-Specific Standards and Guidelines

To be included after site-specific
analysis is completed

Visual
Quality

Fisheries
and Wildlife

Vegetation:
Range

Gros Ventre Wilderness

Location — Located in the Teton Division of the Bridger-Teton National Forest, south of the Slate Creek/Ditch Creek area and east of Jackson Hole area.

Special Features — Upper Slide of Gros Ventre River, Alpine Karst in Tosi Creek Basin, and Gros Ventre Slide Geological Area National Natural Landmark.

Desired Future Condition Acreage

<u>DFC</u>	<u>Acreage</u>
6A	60,900
6B	164,100
6C	52,500
6D	7,400
Total	284,900

Gros Ventre Wilderness-Specific Standards and Guidelines

To be included after site-specific
analysis is completed

Bridger Wilderness

Location — Located in the Bridger East Division of the Bridger-Teton National Forest, along the entire eastern edge of the division.

Special Features — Gannett Peak Glacial Fields and Osborne Mountain Proposed Research Natural Area.

Desired Future Condition Acreage

<u>DFC</u>	<u>Acreage</u>
6A	157,100
6B	203,600
6C	50,900
6D	2,100
Total	413,700

Bridger Wilderness-Specific Standards and Guidelines

To be included after site-specific
analysis is completed

MONITORING REQUIREMENTS

Element	Frequency	Deviation requiring further evaluation or change in management
Frissell Campsite Condition	20% of sites in each wilderness each year.	Condition deterioration to class 3 in primitive zone or class 4 in semi-primitive zone
Encounters	20% of trails and campsites annually	An increase in trail encounters per day: 20% in excess of the established encounter standard
Compliance with Interagency Grizzly Bear Guidelines Ground check 75% of all special use permits to ensure compliance with food storage regulations in areas of grizzly bear habitat	Annually	Any negative action that is discovered
Bald Eagle fledging rate and mid-winter population trend	Annually	Any decrease in the population and average fledging rate of 1.1 per occupied nest
Sensitive plant species	3-5 years or as planned disturbances or activities are proposed	Any change in plant density or distribution
Sensitive wildlife species	Annually	20% change in species habitat distribution or long-term population decline
Livestock Depredation Losses	Annually with consideration of 5-year averages	2-5% change in losses
Range trend on benchmark area established for each allotment	20% per year	Downward trend or ecological status dropping one class
Livestock distribution and grazing practices	At least once annually	Deviations from annual plans of use
Range condition	10% per year	Soil and plant conditions in a downward trend
Air quality related values - deposition effects on plant growth and productivity, lichen growth, water quality, soil characteristics and buffering capacity, visibility, and precipitation chemistry.	Annually	Exceeding limit of acceptable change determined for each sensitive receptor

WILDERNESS

IMPLEMENTATION

SCHEDULES

Popo Agie Wilderness Implementation Schedule

1994 MANAGEMENT ACTIONS TIMETABLE

Management Actions	Target Year for Completion	Responsible Position	Estimated Cost	Funding Code Distribution	Prior- ity
1. Fixed Costs: Permanent emp. salaries, travel and training. Special use permit administration, program mgmt., vehicles, telecommunications, rents, utilities, unemployment.	1994	N/A	\$29,000	NFWM \$29,000	1
2. Conduct low impact camping and wilderness education program.	1994	District Recreation Staff	\$12,500	NFWM \$12,500	1
3. Continue implementation of Bridger/Fitzpatrick AQRV Action Plan.	1994	District Recreation Staff	\$36,500	NFSO \$36,500	1
4. Inventory and monitor campsite condions.	1994	District Recreation Staff	\$9,000	NFWM \$9,000	1
5. Evaluate range monitoring data and establish standards.	1994	District Range Staff	\$600	NFVM \$600	1
6. Implement institutional group distribution and allocation plan.	1994	District Recreation Staff	\$3,500	NFLA \$2,000 NFWM \$1,500	2

Management Actions	Target Year for Completion	Responsible Position	Estimated Cost	Funding Code Distribution	Prior- ity
7. Implement veg. inventory, monitoring and recreation livestock use tracking plan.	1994	District Recreation and Range Staff	\$6,000	NFWM \$4,000 NFVM \$2,000	2
8. Inventory trail conditions and write action plan.	1994	District Recreation Staff	\$6,000	NFTR \$6,000	3

Total 1994 Costs \$103,100

**NFWM \$56,000
NFVM \$2,600
NFSO \$36,500
NFTR \$6,000
NFLA \$2,000**

Fund Code Key

NFWM = Wilderness Management
NFVM = Range Management
NFSO = Soil, Water and Air
NFTR = Trail Maintenance
NFLA = Special Uses

Popo Agie Wilderness Implementation Schedule

1995 MANAGEMENT ACTIONS TIMETABLE

Management Actions	Target Year for Completion	Responsible Position	Estimated Cost	Funding Code Distribution	Prior- ity
1. Fixed Costs: Permanent emp. salaries, travel and training. Special use permit administration, program mgmt., vehicles, telecommunications, rents, utilities, unemployment.	1995	N/A	\$30,500	NFWM \$30,500	1
2. Conduct low impact camping and wilderness education program.	1995	District Recreation Staff	\$13,000	NFWM \$13,000	1
3. Continue implementation of Bridger/Fitzpatrick AQRV Action Plan.	1995	District Recreation Staff	\$37,500	NFSO \$37,500	1
4. Inventory and monitor campsite conditions.	1995	District Recreation Staff	\$9,000	NFWM \$9,000	1
5. Monitor institutional group distribution & allocation plan.	1995	District Recreation Staff	\$1,000	NFLA \$1,000	1
6. Monitor vegetation and recreation livestock use.	1995	District Recreation and Range Staff	\$4,000	NFVM \$2,000 NFWM \$2,000	2

Management Actions	Target Year for Completion	Responsible Position	Estimated Cost	Funding Code Distribution	Prior- ity
7. Design and implement plan for monitoring social conditions.	1995	District Recreation Staff	\$3,000	NFWM \$3,000	2
8. Complete a design plan for reconstructing all trailhead interpretive displays.	1995	Zone Landscape Architect	\$3,000	NFWM \$3,000	3
9. Fire management planning - fuels inventory.	1995	Zone FMO	10,000	FFFP \$10,000	3

Total 1995 Costs \$111,000

NFWM \$60,500
NFVM \$2,000
NFSO \$37,500
NFLA \$1,000
FFFP \$10,000

Fund Code Key

NFWM = Wilderness Management
NFVM = Range Management
NFSO = Soil, Water and Air
NFLA = Special Uses
FFFP = Forest Fire Protection

Recreation

The overall management goal for recreation is to provide opportunities for solitude and an unconfined recreation experience.

Background

Recreation use of the Popo Agie Wilderness is shared by four major user groups: General public users, which are primarily private backpacking individuals and groups; institutional users, who are specially permitted organized groups from religious organizations, scouting groups and colleges and universities; outfitter and guide operations; and recreation livestock users, who are private individuals or groups that travel in the wilderness with livestock.

General Public Users

50% of the total use in the Popo Agie Wilderness is by private individuals and groups. These users come from a wide geographic area making them difficult to contact prior to entering the Wilderness. The area north of the North Fork of the Popo Agie river is a popular destination area for this user group (Popo Agie Wilderness Use & Capacity Data, 1988). Many general public users cross the continental divide and enter the Bridger Wilderness or start their trip in the Bridger Wilderness and enter the Popo Agie. Camping regulations and restrictions vary in these two wilderness areas, confusing visitors and making coordinated management difficult. The Forest Service will strive to increase consistency in regulations through periodic meetings of wilderness managers from both Forests. Sharing of visitor information and regulations between Forests will also be emphasized.

Institutional Groups

Institutional groups comprise 20% of the total use. A majority of these groups use the area north of the North Fork of the Popo Agie river (Popo Agie Wilderness Use & Capacity Data, 1988). These groups are required to obtain a permit from the Lander District before entering the Wilderness. These permits allow managers to control the amount and location of use, but at the present time there are no travel or time restrictions for institutional groups.

Outfitter/Guides

Outfitter/guides and their clients make up 20% of the total wilderness use. Three outfitters currently hold priority use permits while eight outfitters have temporary permits. Outfitting activities occur throughout the wilderness and vary in style, from hunting and fishing horse supported operations, to outfitters that utilize goat and llama pack animals to transport their clients. The National Outdoor Leadership School (NOLS) is a non-profit educational backpacking outfitter that operates throughout the Popo Agie Wilderness.

Recreation Livestock Users

Recreation livestock use has historically been a primary means of accessing the Popo Agie Wilderness. Areas of suitable forage for recreation livestock are small and often located in fragile alpine and riparian areas. In the late 1970's a free recreation livestock permit system was initiated for all overnight stock use in the Wilderness. This system allows managers to track the amount and location of recreation livestock use and contact users before they enter the Wilderness. Recreation livestock users account for about 10% of the total recreation use.

Issues

1. There is a limited amount of information about the condition of the resources (e.g., water, soil, vegetation, air, etc.) in the Popo Agie Wilderness. As demand increases for new outfitter guide permits, managers need to know more about the cumulative impacts on these resources, before decisions can be made to increase use.
2. Use by the general public is difficult to monitor and control due to the remote locations of trailheads and the lack of an effective tracking system. The general public user comes to the Popo Agie Wilderness from a wide geographic area, making it difficult to contact them for educational purposes.
3. Institutional group use is concentrated in the north half of the Wilderness, and this area is of concern to managers because it also receives relatively high amounts of use by the general public.
4. In response to the large number of requests for outfitter-guide permits, a decision must be made on the appropriate number and type of outfitting services that will be available to the public. The limiting factors in making these decisions are: the ability of the resource to withstand additional use; and the social concerns relating to the wilderness experience that are associated with increased use.
5. Recreation stock use accounts for 20% of overall use (An Analysis of Recreation Use in the Popo Agie Wilderness During August 1988, October 1990, D.Ritter). In light of the limited grazing resource, a method for long term monitoring of this use, and its impact on wilderness resources, is needed.

Management Direction

1. Visitor freedom is an important consideration when evaluating management actions for protecting wilderness resources. Indirect management actions, such as information, interpretation, and education, will be the primary tools for the management of wilderness users. Direct actions, such as regulations and permits, will be used when indirect methods have failed. (R2WMP, FSM 2323.12)
2. Decisions on levels of visitor use will be based on the effects that use has on wilderness resources, and on maintaining opportunities for visitors to experience solitude and an unconfined type of recreation. (R2WMP, FSM 2323.12)
3. Outfitter services will be provided to meet the public demand for these services in a manner that is compatible with use by other wilderness users, and that maintains the quality of wilderness resources. (R2WMP, FSM 2323.13g)
4. Public involvement techniques will be used to resolve conflicts between user groups and to assist in developing use levels. (R2WMP, SFP)

Management Actions and Effects

1. **Implement an institutional group distribution and allocation plan.** The goal of this plan will be to better distribute institutional groups in the Popo Agie Wilderness to address both social and resource concerns (Popo Agie Wilderness Issue Paper, "Institutional Group Use," Jan. 1991)

A large percentage of institutional group use occurs in the same geographic area at the same time of year, while other areas of the Wilderness receive little institutional group use. This plan will not necessarily effect the total amount of institutional group use, but better spread

the use throughout the Wilderness in both location and time. Institutional group permits will be issued on a first come/first serve basis, with limits placed on the number of groups that can use the Wilderness at any one time, and an institutional group use ceiling based on historic levels. While this plan may require groups to plan their trips further in advance than they are accustomed to, it should not effect the ability of these groups to obtain a permit. The plan also emphasizes education, to better inform institutional groups of wilderness ethics and low impact camping techniques.

2. Implement a comprehensive vegetation monitoring and recreation livestock use tracking plan (Popo Agie Wilderness Issue Paper, "Recreation Livestock Use," Jan. 1991).

The goal of this plan is to monitor grazing areas and recreation livestock use, enabling managers to redistribute or restrict grazing if forage conditions deteriorate. A series of management actions are outlined to determine the amount of available forage (or recreation livestock carrying capacity), and how that capacity will be distributed between recreation livestock users, outfitters, domestic livestock grazing permittees, and wildlife. The effects of this plan on users will be unclear until baseline monitoring data shows the relationship between available forage and current use levels. The ID team anticipates that vegetation monitoring will indicate a shortage of available forage in some localized, popular areas. In this instance, grazing will be redirected to other areas of available forage or restricted through current permit systems.

3. Implement a monitoring plan to measure short and long term changes in wilderness conditions (Popo Agie Wilderness Issue Paper, "Monitoring Wilderness Conditions," Jan. 1991).

Three indicators of wilderness resource condition have been recommended for monitoring: vegetation (amount of vegetation and quality and condition of vegetation as they relate to grazing pressure and other human caused impacts); air quality; and campsite conditions. Monitoring these indicators will provide managers with systematic feedback on how these resources are changing over time. Standards, or "limits of acceptable change", will be established for each indicator enabling managers to compare resource monitoring data with the standard to determine what management actions, if any, are necessary. This monitoring may effect recreation use in the Wilderness if conditions deteriorate below the set standard. Managers would select actions to remedy the situation in priority from indirect controls such as education, to direct efforts such as restrictions or permit systems.

Monitoring of social conditions will measure the effects of recreation use on the wilderness experience. Identifying indicators to measure these conditions are difficult, and wilderness researchers are just beginning to work in this area. Developing meaningful standards against which to gauge the quality of a visitors experience is also difficult, because each wilderness user has a different concept of ideas such as "solitude", "unconfined", and "freedom." As social monitoring methods become available, an indicator of social conditions will be selected for monitoring and standards set for measuring change.

4. Implement an outfitter/guide allocation and distribution plan (Popo Agie Wilderness Issue Paper, "Outfitter/Guide Allocation and Distribution," Jan. 1991).

The proposed plan will establish guidelines for the mix of outfitter/guide services to be provided in the Popo Agie

Wilderness and allocate amounts of use to each type. Five prospective permits will be added to the current level of outfitter/guide services. These permits will satisfy guidelines developed by the ID Team and the Popo Agie Wilderness Task Force that laid the groundwork for the final recommendation. The guidelines are: 1. A wide range of outfitting opportunities will be offered throughout the Popo Agie Wilderness; 2. The potential effect on the wilderness resource is the bottom line when considering allocation and distribution of outfitters; and 3. An insufficient amount of data is available on resource conditions, but a decision must be made that will be flexible and allow for changes when additional data becomes available. Use allocation figures for new outfitting permits are conservative estimates based on historic use levels of current outfitters, and the potential for impact on wilderness resources. Existing priority use outfitters will not be affected and will be managed according to current policy and regulations.

5. Implement an intensive education effort to reach general public and all users (Popo Agie Wilderness Issue Pa-

per, "General Public Use," March, 1991).

Redesigning, reconstructing and relocating the current trailheads is a priority in this proposal. Eye-catching designs will help motivate users to read information and interpretive displays emphasizing low-impact camping and wilderness ethics. Changing the locations of trailhead bulletin boards away from parking areas will be considered to increase their effectiveness. Partnerships will be developed to assist in the design, construction, and funding. Also included in this proposal are continued efforts by wilderness rangers to educate general public and other users in low impact camping techniques and wilderness ethics. Contacts will be brief and informative in nature so as not to detract from the the visitor's sense of freedom. Recent studies have indicated that users of the Popo Agie Wilderness will tolerate up to two wilderness ranger contacts per day before it adversely affects their wilderness experience (Popo Agie Wilderness Visitor Survey, Greg Berry, Colorado State University, 1990). Education efforts to reach general public users will be increased at front office locations by staffing these facilities with wilderness rangers.

Vegetation/Riparian

The overall management goal is to maintain the natural quality and diversity of riparian areas and vegetation.

Background

Varying elevation, aspect, soils, weather and fires are responsible for the variety of vegetation types in the Popo Agie Wilderness. Conifer forests cover approximately 40% of the Wilderness, while the remainder is alpine vegetation, interspersed with meadows, rock outcrops, and riparian areas. Soils in the area are shallow and rocky primarily made up of decomposed granitic materials. In most alpine areas, granite boulders protrude above the soil surface. There are large areas of lichen covered granitic rock that form spectacular domes, cliffs and talus slopes.

Sheep have grazed in the high country of the Wind River Range since the turn of the century. This grazing, combined with fires and recent recreational grazing, have had an impact on the amount and type of vegetation in the Wilderness. The last sheep grazing allotment in the Popo Agie Wilderness was abandoned in 1982 and it is difficult to calculate the vegetation changes that have occurred since then. No comprehensive vegetation studies have been completed in the Wilderness.

Issues

1. Vegetation has been selected as one of the indicators of wilderness resource condition. A monitoring plan is needed to establish detailed inventories of plant communities and ground cover.
2. What are the natural distribution and composition of plants in the Popo Agie will assist managers with future decisions relating to wilderness use levels. At some time in the future, the results of this

Wilderness? Little is known about the vegetative communities in the Wilderness prior to the grazing of livestock.

3. Riparian areas in the Popo Agie Wilderness are critical areas for wildlife, domestic and recreation livestock, as well, as recreational users. These areas are relatively small, and susceptible to grazing and trampling impacts during most times of the year. Monitoring of these crucial areas is needed.

Management Direction

1. Revegetation projects may be permitted where man's activities have altered natural vegetation conditions and there is no reasonable expectation of natural revegetation. Only native species will be used for revegetation. (SFP, R2WMP)
2. Strive to decrease the chances of exotic plants entering the wilderness, and control and eliminate exotic vegetation using control measures that minimize negative effects on wilderness resources. (FSH 24.2)
3. Take actions to protect or improve riparian conditions in accordance with the Shoshone Forest Plan.(SFP)

Management Actions and Effects

1. Implement an "ecodata" vegetation monitoring plan to establish detailed inventories of plant communities and ground cover (Popo Agie Wilderness Issue Paper, "Monitoring Wilderness Conditions," Jan. 1991).

Ecodata plots will be established in riparian and other high use areas to gather baseline vegetation data and to monitor long term changes. Other ecodata monitoring will occur in areas with little human use, to gather baseline data on natural vegetative conditions. This information data may affect use of the Wilderness from restrictions or reductions of recreation use and/or grazing.

POPO AGIE WILDERNESS IMPLEMENTATION SCHEDULE

COST ANALYSIS - 1994

Management Action #1: Fixed Costs: Permanent employee salaries, travel and training. Special use permit administration, overall program management, vehicles, telecommunications, rents, utilities, unemployment.

Personnel	Days	Rate	Total
Recreation Program Mgr. (GS11)	20	\$180	\$3,600
Wilderness Program Leader (GS9)	130	\$125	\$16,250
VIS (GS5)	20	\$95	\$1,900
Resource Clerk (GS4)	10	\$90	\$ 900
Personnel Total			\$22,650
Travel and Per Diem			\$1,000
Unemployment, Rents, Utilities, Telecommunications			\$2,200
Vehicle (6 mos. @ \$250/mo.+ 5,000 miles @ .32/mi)			\$3,100
TOTAL			\$28,950

Management Action #2: Conduct low impact camping and wilderness education.

Personnel	Days	Rate	Total
VIS (GS5)	40	\$95	\$3,800
Wild. Ranger Supervisor (GS5)	35	\$75	\$2,625
Wilderness Ranger (GS4)	70	\$65	\$4,550
Personnel Total			\$10,975
Materials & Supplies			\$500
Training/Travel/Per Diem			\$1,000
TOTAL			\$12,475

Management Action #3: Implement Bridger/Fitzpatrick AQRV Action Plan

Personnel	Days	Rate	Total
Recreation Program Mgr. (GS11)	5	\$180	\$900
Zone Hydrologist (GS9)	15	\$125	\$1,875
Field Sampling Supervisor (GS5)	75	\$75	\$5,625
2 Sampling Tech. (GS4)	100	\$65	\$6,500
Personnel Total			\$14,900
Materials & Supplies			\$2,000
Training/Travel/Per Diem			\$2,000
Vehicle (2 mos. @ \$350/mo.+ 3,000 miles @ .30/mi)			\$1,600
Sample Analysis Lab Fees			\$15,000
Support (Horses, Goats)			\$1,100
TOTAL			\$36,600

Management Action #4: Monitor campsite conditions.

Personnel	Days	Rate	Total
Wild. Ranger Supervisor (GS5)	35	\$75	\$2,625
Wilderness Ranger (GS4)	70	\$65	\$4,550
Personnel Total			\$7,275
Materials & Supplies			\$500
Training/Travel/Per Diem			\$1,000
TOTAL			\$8,775

Management Action #5: Evaluate range monitoring data and establish standards.

Personnel	Days	Rate	Total
Range/Wildlife Prog. Ldr. (GS9)	5	\$125	\$625
Personnel Total			\$625

Management Action #6: Implement institutional group distribution and allocation plan.

Personnel	Days	Rate	Total
Recreation Program Mgr. (GS11)	10	\$180	\$1,800
Resource Clerk (GS5)	20	\$75	\$1,500
TOTAL			\$3,300

Management Action #7: Implement vegetation monitoring and recreation livestock use tracking plan.

Personnel	Days	Rate	Total
VIS (GS5)	15	\$80	\$1,200
Range/Wildlife Prog. Ldr. (GS9)	5	\$125	\$625
Resource Clerk (GS5)	10	\$80	\$800
Range Tech. (GS4)	45	\$65	\$2,925
Personnel Total			\$5,550
Materials & Supplies			\$500
TOTAL			\$6,050

Management Action #8: Inventory trail conditions and write action plan.

Personnel	Days	Rate	Total
Trails Program Leader (GS6)	20	\$80	\$1,600
Trail Crew Person (GS4)	45	\$65	\$2,925
Personnel Total			\$4,525
Materials & Supplies			\$500
Training/Travel/Per Diem			\$1,000
TOTAL			\$6,025

SECTION 8

WILDERNESS IMPLEMENTATION SCHEDULE

The Wilderness Implementation Schedule will become a part of the four Forest Plan Implementation Schedules once management direction is finalized. The schedule was developed for the purposes of:

- * Implementing the recreation, trails, and airfields direction until 1993, at which point all of the Selway-Bitterroot Wilderness management direction will be updated and incorporated into the Wilderness Implementation Schedule
- * In the spirit of the LAC process, continuing participatory management to keep aiming toward consensus - through field reviews and scheduled work meetings
- * Finalizing major nuts and bolts items such as LAC inventory and monitoring plans
- * Strengthening some long-term programs such as Wilderness Education by assigning targets, and ensuring the goals and message of programs are consistent Wilderness-wide
- * Resolving problem area situations in terms of a time frame for success
- * Building in accountability and increasing public trust by assigning responsible person(s) and deadlines for each action item
- * Providing annual tracking of our accomplishments/progress in a readable document (Annual State of the Wilderness Report) for Task Force and public review

Persons Responsible Include:

LPC - Leadership Policy Council
SG - Steering Group
IT - Implementation Team
WR - Wilderness Rangers
TF - LAC Task Force
WC - Wilderness Coordinator

WILDERNESS IMPLEMENTATION SCHEDULE

ACTIONS	TARGETS	RESPONSIBILITY	DUE	COST
EFFECTIVE PRESENCE on the ground, including field time, and office time to make work plans and update maps and files (formula to be developed based on use, number of sites, monitoring, miles of trail, etc)	people/workload	SG	ongoing	
INVENTORY (BASELINE DATA):				
1. Compile existing data (Code-a-Site) into useable form - university project/partnership	one project	WC	4/1/91	
2. New LAC inventory to fill gaps:				
A. Disputed Existing Condition areas	14 areas	IT	12/1/90	
B. Complete inventory of all SBW	20% of SBW/year	LPC	12/1/94	
MONITORING (ongoing):				
1. Informal - notes, and required documentation of new sites on a monitoring form & non-system trails on a map for District administrative files		WR	ongoing	
2. Formal - measured:				
A. Complete inventory of Site Condition	20% of SBW/year	LPC	12/1/94	
B. Social Conditions - continually monitored by all field-going personnel:	100% of OC 4 by 12/1/91	SG	Perpetually	
(1) Perfect data collection method to obtain useable data; try to have ready for district orientations; must be perfected by LAC inventory training	100% of OC 3 by 12/1/93	IT	6/1/90	
	100% of OC 2 by 12/1/95	& WR	6/5/90	
	100% of OC 1 by 12/1/99	WC	7/10/90	
(2) Need a minimum of 10 samples spread fairly uniformly over the use season for areas of concern	10 samples/each	IT & WR		

ACTIONS	TARGETS	RESPONSIBILITY	DUE	COST
MONITORING, con't.				
C. Identify and alert about outside events and emerging issues that trigger needs for next year's monitoring. Examples: -Fish & Game regulation or season changes -lake stocking -adjacent developments (e.g. road, trailhead) -fires or other natural events -results of informal monitoring		SG TF WR	12/15 yearly	
D. Airfields - landings/day, landings/year, and length of stay, throughout use season				
(1) Fish Lake airfield: baseline data: set standard trend monitoring	10 weeks/yr; 4 yrs 1 week/mo.; 4 mo.	Powell Ranger LAC Air. Subgroup Powell Ranger	11/1/93 1/94 annually 1994 on	
(2) Moose Creek airfield: set standard trend monitoring	1 week/mo.; 6 mo.	LAC Air. Subgroup Moose Cr. Ranger	1/91 annually 1990 on	
(3) Shearer airfield: baseline data set standard trend monitoring	June-Nov; 4 yrs 1 week/mo.; 6 mo.	Moose Cr. Ranger, LAC Air. Subgroup Moose Cr. Ranger	11/1/93 1/94 annually 1994 on	
(4) Maintain visitor registration boxes and cards; stock regularly		IT	ongoing	
(5) Install electronic counters at all 3 airfields and compile data annually		Powell & Moose Creek District Rangers	annually 1990 on	
(6) Finalize airfield standards		Full task force	1994	
STATE OF THE WILDERNESS REPORT				
1. Submit district info annually (2 weeks maximum preparation time from end of field season)	Annual Report	WR IT	mid-Dec.	
2. Compile wilderness-wide report; distribute to Task Force and make available to public		WC	Mid-Jan.	

ACTIONS	TARGETS	RESPONSIBILITY	DUE	COST
<p>STATE OF THE WILDERNESS REPORT, con't.</p> <p>3. Items to include:</p> <p>A. Monitoring Table and Narratives (example attached)</p> <p>B. Recommended Alternatives/Management Actions</p> <p>C. Summary of Management Action Accomplishments (including law enforcement)</p> <p>D. Summary of current year's trail maintenance and construction accomplishments</p> <p>E. Summary of trail maintenance and construction plans for next 2 years</p> <p>F. Budget and Personnel Summary</p> <p>G. Budget and Personnel Needs to meet Targets</p> <p>H. Minimum Tool Use report</p> <p>I. Comparison of accomplishments to previously stated targets</p> <p>J. Progress Report on Education Plan implementation</p> <p>K. Non-system trail summary (identifying problems)</p> <p>L. Findings and Recommendations of Field Reviews</p> <p>M. Emerging issues (monitoring triggers) and NEPA projects that may affect SBW</p> <p>N. Other items not covered above, but called for in the Annual Report to Congress.</p>				
<p>EDUCATION PLAN AND IMPLEMENTATION</p> <p>1. Include as an agenda topic at 6/1/90 SBW Coordination Meeting</p> <p>2. Conduct workshop to develop goals, message, and methods. Identify target audiences, internal & external. Include ties with other groups and areas.</p> <p>3. Develop Action Plan. Present program to Spring '91 Task Force Meeting</p> <p>4. Implementation of annual action items.</p>	<p>A Plan</p> <p>Completion of items.</p>	<p>WC</p> <p>SG</p> <p>CT</p> <p>IT</p>	<p>5/29/90</p> <p>6/1/91</p> <p>6/1/91</p> <p>Annually</p>	

**INDICATORS
AND
MONITORING FORMS**

LAC Indicators: An Evaluation of Progress
and List of Proposed Indicators

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One of the most critical, and difficult, steps in the Limits of Acceptable Change (LAC) process is the selection of indicators. To help with this step, this paper (1) briefly reviews some desirable characteristics of indicators and (2) lists indicators that have been proposed or adopted in LAC plans. From a comparison of this list of indicators and desirable characteristics of indicators we briefly evaluate progress to-date and identify three major problems in selecting LAC indicators. Indicators from dispersed backcountry and wild and scenic rivers, as well as from designated wilderness, are included in this discussion.

What is an Indicator?

An indicator is a specific parameter that can be monitored to determine whether management objectives are being met. To be an indicator, a parameter must be stated in a specific enough manner to be monitored unambiguously. Management objectives are often initially stated in quite general terms. For example, many wilderness plans contain objectives related to water quality in wilderness. General categories of concern--such as water quality--have been termed factors by Stankey et al. (1985). For LAC applications, one or more

specific indicators must be selected for each critical factor--such as water quality. For example, the number of coliform bacteria per 100 ml of water is an indicator of water quality used by many state health departments. The basic rule of thumb is that a parameter is specific enough to be termed an indicator when it is clear how it should be measured.

Desirable Characteristics of Indicators

Both Stankey et al. (1985) and Merigliano (1990) describe desirable characteristics of indicators. Eight desirable characteristics, including the requirement of specificity, are as follows:

1. Measurable. Indicators should be quantitative--subject to measurement.
2. Reliable. Indicators should be capable of being measured precisely and accurately (repeatable measures by different personnel).
3. Cost-effective. Indicators should be capable of being measured cost-effectively, generally by field personnel using simple equipment and techniques.
4. Significant. Indicators must relate to significant conditions or features of the wilderness. A good indicator should be capable of detecting changes that, if they occurred, would be considered serious problems. Examples include changes which persist for a long time, disrupt ecosystem functioning, or reduce the quality of recreational experiences.
5. Relevant. The types of change that are to be detected through the monitoring of indicators should be confined to changes that result from human activities. This characteristic may not apply outside of wilderness or other places where objectives stress minimal human impact.
6. Sensitive. Indicators should focus on sensitive components of the wilderness resource--components that provide an early warning system, alerting

managers to deteriorating conditions while there is still time to correct things.

7. Efficient. Indicators are most efficient if they reflect the condition of more than themselves, because this reduces the number of parameters that must be monitored.

8. Responsive. The types and/or causes of change that are to be detected through the monitoring of indicators should be responsive to management control.

Proposed or Adopted Indicators

The indicators compiled in this paper come from responses to a request for information on proposed or adopted indicators. Contact was made with Forest Service representatives known to be active in LAC planning or training, from every administrative region. Additionally, contact was made with Bureau of Land Management planners that were known to be active in LAC planning. In all cases, each person contacted was asked for names of others that were at least as far along in the LAC planning process to have generated potential indicators. Two known National Park Service LAC-based plans were also reviewed. This process is likely to have overlooked some LAC planning activities, but, hopefully, not very many. Some of these indicators have actually been adopted, and appear in draft or approved management plans. Others have merely been proposed by LAC task forces and could change when examined more closely. The listing is presented in a way that the sources of indicators can be identified. We did some minor interpretation and clarification and we tried to remove obvious redundancy. However, beyond this we tried to keep evaluation and editing to a minimum.

The intent of this list is not to provide the reader with directly adoptable indicators. We would specifically advise against that. Rather, this list

provides a feeling for the range of factors being addressed and, sometimes, good ideas about indicators which may be linked to these factors. This list also provides a useful perspective on progress toward the development of indicators for the various factors.

A Comparison of Indicators and Desired Characteristics

When we compare our description of desired characteristics of indicators with the potential indicators listed, three types of problems are evident. These problems are (1) difficulty in defining indicators in specific and quantitative terms, (2) difficulty in selecting among known indicators because of lack of understanding about which indicators are most significant, and (3) difficulty in selecting indicators due to the lack of reliable monitoring methods.

An example of a factor for which planners have had difficulty defining specific indicators is "Fish and Wildlife Conditions." Virtually all of the potential indicators listed for this factor are vague and general. None of these indicators are stated in a way that is measurable. Despite these problems, the range of suggested factors shows the importance placed on fish and wildlife values in wilderness.

An example of a factor for which it has been difficult to select one or two most significant indicators is "Water Quality." There are many potential indicators of water quality, such as water temperature, turbidity, coliform presence, and pH. All of these indicators can be stated in specific terms (for instance, the maximum temperature in a 24 hour period, measured at a certain location), and they all have established, reliable measurement protocols. The problem appears to be that planners are unsure about which of these indicators are most significant and related to human activities in wilderness.

A third problem with indicators is a lack of established, reliable monitoring methods. This is the case with many of the social condition indicators included here. Specific and significant indicators of social condition have been developed. Many of these are quantitative; however, cost-effective means of collecting precise data on visitors to remote, sparsely populated wilderness are poorly developed. Thus, we see many closely related indicators. Many of these have been generated through trial and error by wilderness managers during the course of their work.

References

- Stankey, George H., David N. Cole, Robert C. Lucas, Margaret E. Petersen, and Sidney S. Frissell. The limits of acceptable change (LAC) system for wilderness planning. General Technical Report INT-176. Ogden, UT: U.S. Department of Agriculture, Forest Service, Intermountain Forest and Range Experiment Station; 1985. 37 p.
- Merigliano, Linda. Indicators to monitor the wilderness recreation experience. In: Lime, David W., ed. Managing America's enduring wilderness resource. Minneapolis, MN: University of Minnesota; 1990: 156-162.

LIST OF FACTORS WITH CORRESPONDING INDICATORS

The indicators that were submitted or found in plans were classified under the following factors: (A) Campsite conditions, (B) Trail conditions, (C) Social conditions, (D) Soil conditions, (E) Vegetation conditions, (F) Stream/Wetland/Lakes conditions, (G) Fish and wildlife conditions, (H) Developments, (I) Management setting/presence, (J) Vandalism, (K) Aircraft/watercraft, (L) Fire, (M) Domestic livestock, (N) Cultural resources, (O) Air quality.

The number(s) in parentheses following each indicator identifies the source of that particular indicator. The key to those sources appears here.

KEY TO INDICATOR SOURCES

1. Rattlesnake National Recreation Area and Wilderness LAC Task Force, Lolo National Forest, Missoula, MT (proposed)
2. Mt. Rainier National Park Wilderness Management Plan, Washington
3. North Cascades National Park Service Complex Wilderness Management Plan, Washington
4. Sturgeon River Gorge Wilderness Opportunity Area Analysis and Implementation Schedule, Ottawa National Forest, Ironwood, MI
5. McCormick Wilderness Opportunity Area Analysis and Implementation Schedule, Ottawa National Forest, Ironwood, MI
6. Kings River Special Management Area Draft EIS and Plan, Sequoia National Forest, Porterville, CA
7. USFS Region 10 Workshop ideas, Juneau, AK
8. White River National Forest Plan, Glenwood Springs, CO
9. Mt. Baldy Wilderness LAC Task Force (proposed), Apache-Aitgreaves National Forest, Springerville, AZ

10. Bob Marshall Wilderness Complex LAC Plan, Flathead National Forest, Kalispell, MT
11. Allegheny Islands LAC Task Force (proposed), Allegheny National Forest, Warren, PA
12. Hickory Creek LAC Task Force (proposed), Allegheny National Forest, Warren, PA
13. Bear Trap Canyon (USFS/BLM), Dillon, MT
14. Bridger-Teton National Forest Plan, Jackson, WY
15. Gros Ventre Wilderness Plan, Bridger-Teton National Forest, Jackson, WY
16. Mt. Shasta Wilderness Plan, Shasta-Trinity National Forest, Redding, CA
17. Region 8 (proposed), Atlanta, GA
18. Selway-Bitterroot Wilderness LAC Task Force (proposed), Nez Perce National Forest, Grangeville, ID
19. Hells Canyon-Snake River Draft Plan, Wallowa-Whitman National Forest, Baker, OR
20. White Salmon Wild and Scenic River (proposed), Columbia Gorge National Scenic Area, Hood River, OR
21. Lee's Ferry Area (BLM), Vermillion Resource Area, St. George, UT
22. Mt. Trumbull/Mt. Logan Wilderness Management Plan (BLM), St. George, UT
23. Table Rock Wilderness Management Plan (BLM), Salem, OR
24. Carson-Iceberg and Mokelumne Wildernesses (proposed), Stanislaus National Forest, Sonora, CA

FACTOR A. CAMPSITE CONDITIONS

RELATED TO CAMPSITE CONDITION/IMPACT LEVEL

Highest acceptable Frissell rating for existing sites (4,5)
Frissell campsite condition class (8,14)
Level of campsite development (19)
Condition class rating on all campsites encountered [based on severity and number of impacts] (9)
Percent of occupied Frissell Class 1 or higher campsites within sight or sound of each other (90% of the time) (4,5)
Number of campsites by development level (eg. fire ring, grate, table) (7)
Barren camp area - barren core size (21)
Maximum number of sites at a particular impact rating/sq. mile (18)
Campsite area (including the core and sleeping area) (21)
Size of use areas (7)
Total number of campsites at a particular impact level/opp. class (13)
Trees mutilated or stripped of limbs (2)
Trenching around tents (2)
Number of impacted sites per 640 acres (10)
Number of human impacted sites above a particular condition class per 640 acres (10)
Square feet of barren core (10)
Number of campsites of a particular condition class within 150 feet of a lake or stream (24)
Number of impacted sites/500 acre area exceeding a given impact rating (22)
Amount of denuded ground vegetation as a result of camping activities (2)

RELATED TO CLEANLINESS

Fire rings and charcoal [percent of camps free of charcoal and firerings] (18)
Site cleanliness (15)
Campsite inventory [percent of campsite free of charcoal and fire rings, free of human waste, free of litter, and free of livestock waste] (19)
Occurrence of fire rings, litter and human waste and animal parts [percent of river corridor free of fire rings, litter and human waste and animal parts in the spring, late fall and winter] (19)
Partially burned materials (2)

RELATED TO NUMBER/DENSITY OF CAMPSITES

Total number of campsites/opportunity class (13)
Density of sites by type (7)
Number of permitted temporary camps per area (7)
Number of campsites/(30 a., 500 a., 640 a., square mile) (4,5,9,11,16,22)
The amount and size of dispersed campsites does not disrupt the recreation opportunities, or the natural resources within the zone. Any increase in use should not change the natural character of the area [number of sites within a quarter mile length of the river corridor] (6)
Number of camps by season of use (7)
Number of campsites (7)
Number of campsites in a camp (3)
Number of campsites within sight and sound of others (7,11,12,16,22)
Distance between campsites (8)

RELATED TO CAMPFIRE AREAS/RINGS

Total number of campfire areas (21)
Number of fire rings (7,17)
Active campfire area (with logs and garbage) (21)
Firering density (23)
Number of fire rings per recreation place (7)
Scorched ground (2)
Sterilized soil (2)

RELATED TO FIREWOOD

Amount of firewood gathering (7)
Available down firewood (7)
Distance of down firewood from fire ring (7)
Distance of firewood from campsites (17)

OTHER INDICATORS RELATED TO CAMPSITE

Campsite location within area of impact to sensitive areas such as lakeshores, trails, streams, other wetlands (4,5)
Distance of campsites from streams (17)
The amount and size of group campsites does not disrupt the recreation opportunities, or the natural resources of the zone. Groups should be encouraged to use campsites outside the SMA and WSR corridor [number of denied requests for group camping] (6)
Intensity of use (7)
Tent platforms (3)
Distance from other camps, main trails, water (3)
Degree of privacy for toilet (3)
Campsite size (11)

FACTOR B. TRAIL CONDITIONS

RELATED TO CONDITION

Depth of tread below surrounding ground or grade of tread (1)
Stability of tread (1)
Vegetative encroachment that hampers travel (1)
Presence of trenching (7)
Tread condition (7)
Width of trail (3,7)
Percent of sensitive areas per trail that become "problem spots" (4,5)
Trail condition [percent of trail free of erosion, blockage (including noxious weeds)] (19)
Exposed roots (3)
Safety hazards (2,3)
Grade, Traverses, Stream Crossings, Brush, Hazard trees, Erosion, Bridges (3)
Switchbacks (2,3,7)
Shortcutting (7)
Avalanche hazards, Turnpiking, Waterbars, Culverts (3)
Horse-damaged trail structures (2)
Stock waste along trails (2)

RELATED TO NUMBER OF TRAILS

Number of switchback shortcuts (7)
Number of trails (15)
Number of social trails (7,21)
Trail density per square mile (8)
Number and development of user created trails (16)
Increase in number of "ways"(user created paths) (1)
Braided trail or overwidened tread (1)
Number of multiple/undesignated trails (7)
Linear feet of multiple (braided) trails (9)
Trail condition [Percent multiple trailing] (7)
Amount of braided trails (7)

RELATED TO WATER CONTROL PROBLEMS

Linear feet of trail where drainage is not controlled and erosion ongoing (9)
Standing water; functioning water control devices (1)
Number of boggy portions of trail over 1 meter in length (that have created the need to step around) (9)
Drainage disruptions (2)

RELATED TO ACCESS/TRAILHEADS

Access sites [number of access sites / 30 acres] (11)
Number of trailheads (7)

FACTOR C. SOCIAL CONDITIONS (HUMAN CONTACTS/CONFLICT/NOISE/EXPERIENCE QUALITY)

AT TRAILHEAD/BOATRAMP

Time spent waiting [percent of parties that have to wait longer than a given number of minutes] (19)
Vehicle count at trailhead (23)
Waiting time at the launch site (20)
Public vehicle traffic counts (7)

WHILE TRAVELING

Percent time in sight of other boating parties (20)
Number of encounters on trail and road (1)
Trail encounters per day - by opportunity class (14)
Number, type and size of other parties met per day while traveling (9)
Waiting time to portage around a waterfall (20)
Recreation parties should travel unencumbered by other parties [the percent probability that you will encounter other parties] (6)
Number of other recreation parties encountered/day while traveling (8,22)
Number of human encounters while traveling (by # of groups and # of people) (7)
Visitors encounter few people while traveling [The percent probability of meeting other users during a certain use period. Example:spring] (6)
% probability of encountering X other parties while on trails (10)

AT CAMPSITE

Number of campsites within sight (16)
Availability of campsites (1)
Number of human encounters by destination "campsite" (7)
The number of sites occupied at one time (8)
Number of campsites within sight or sound of each other (7,11,12,16,18,20)
Number of human encounters by "campsite" (7)
The number of days/summer season a site is occupied (8)
Occupancy rate of public recreation cabins (7)
Number and density of campsites (1)
Number, type and size of other parties camped within site and sound/day (22)
% probability of encountering X other parties (10)

RELATED TO GROUP SIZE

Party size (11,12)
Number of human encounters while traveling on land/day by # of groups and by size (7)
Number of people or recreation stock per group (8)

RELATED TO GROUP TYPES

Encounter between shore to shore groups (13)
Encounter between float and float groups (13)
Encounter between shore to float groups (13)
Encounter between float to shore groups (13)
Number of encounters/day between shore and other shore groups (13)
Number of encounters/day between float and other float groups (13)
Number of encounters/day between float and shore groups (13)
Number of encounters/day between shore and float groups (13)
There are few encounters between motorized and nonmotorized travelers (river area) [percent probability of meeting other users during a certain use period. Ex. spring] (6)
Number of encounters/day with nonrecreation parties (ranchers, pipeline) (22)
Types of use encountered (1)
Complaints from private land owners (20)
The number of contacts between recreation groups (e.g., anglers and boaters) should not cause undue conflict [the number of reported or otherwise documented conflicts between different types of users (e.g., anglers and rafters)] (6)
The number of competitive events, group demonstrations, ceremonies, or other similar events (8)
Number of dogs off leashes where a problem exists with uncontrolled dogs (8)
Ratio of visitors to outfitters/ guides (7)

RELATED TO HUMAN USE (WASTE DISPOSAL/LITTER)

Evidence of human waste (21)
Presence of litter (20)
Human waste [percent of beaches and river corridor free of human waste] (19)
Pieces of trash/litter (17,19,21)
Garbage (2)
Toilet paper (2)
Offensive odors (2)

RELATED TO QUALITY OF VISIT

Complaints (23)
Return visitation (23)
Quality of experience (23)
Degree of challenge (2)
Relative isolation (2)
Evidence of human activities (2)
Difficulty of travel (2)
Degree of risk (2)

RELATED TO NOISE

Permitted noise levels (4,5)
Noise (24)
Sounds associated with heavy traffic, vehicle traffic, logging equipment, and mining developments (7)
Number of visitors/year who complain about noise caused by other visitors (4,5)

OTHER SOCIAL CONDITION INDICATORS (not specific to traveling or campsite)

Number of trail and campsite encounters/trail segment/day (24)
Perceived and recorded social conflicts and incidents of resource damage
[number of] (19)
Number of groups encountered/day (11,12,16)
Maximum number of other parties encountered/day (18)
Reduction in opportunity for solitude (1)
Frequency of group encounters per day 80% of the time (4,5)
Aside from specific activities, there are few encounters with
recreationists [percent probability of meeting other forest users during a
certain use period] (6)
Number of trail and camp encounters per day (8)
The number of PAOT (people at one time) per acre (8)
Percentage of days in the season that the level of use exceeds capacity (8)
Average number of visitors per day (23)
Average number of encounters per day (23)
Density of people (7)
Number of visitors and stock using an area per day (3)
Number of visitor-visitor, visitor-stock and visitor-staff contacts/day (3)
Visual sightings of stock users off trail and in restricted areas (2)

FACTOR D. SOIL CONDITIONS

RELATED TO EROSION/COMPACTION

Degree of bare soil and compaction at picnic sites (20)
Naturally occurring erosion (4,5)
Human caused erosion (4,5)
Compaction (24)
Erosion (24)

RELATED TO BARE SOIL EXPOSURE

Square feet of mineral/barren soil (7)
Bare mineral soil (in camp areas) (23)
Soil exposed - bare soil - bare area (17)

RELATED TO OTHER DISTURBANCES/CHANGES

Percent soil disturbance allowed (8)
Type and rate of change of soil ecosystem (4,5)
Amount of soil loss/changes (7)
Stability (23)

FACTOR E. VEGETATIVE CONDITIONS

RELATED TO DAMAGE

Site impact-litter, impacted area tree damage (7)
Vegetation destruction [number of trees damaged from stock] (19)
Tree damage - total number of incidents (15,17,21)
Shrub damage - total number of incidents (22)
Amount of exposed roots (7)
Number of stumps (7)

RELATED TO GROUND COVER/LITTER

Ground cover (23)
Amount of dead and down wood (7)
There is sufficient dead and down material to support recreational activities and wildlife [number of tons/acre of dead and down material available for wildlife and recreational campfire building] (6)
Vegetation cover-litter (19)
Square feet of devegetated area by activity (hiking vs. camping vs. horse tethering) per unit area (9)
% bare ground (11)

RELATED TO SPECIES COMPOSITION/DIVERSITY

Noxious weeds (19)
Loss of perennial vegetation (21)
Increase in the amount of noxious weeds (1)
Diversity as a measure of desirable condition (1)
Change in the number of species and production of natural vegetation due to trampling, grazing, camping, etc. (1)
Sensitive plants (24)
Type/rate of change due to human impact (4,5)

OTHER VEGETATIVE CONDITION INDICATORS

Overall ecological condition of potential natural plant communities (23)
Percent utilization of key forage (23)
Vegetative changes (7)
Range Utilization (14)
Base range condition (8)
Insect population(s) of threat to trees (1)

FACTOR F. STREAM/WETLAND/LAKE CONDITIONS

RELATED TO WATER QUALITY/QUANTITY

Quantity of water as it leaves the NRA (National Recreation area) (1)
Quality measured by using the parameters identified in state standards (1)
Fecal coliform counts (7,23)
Presence of giardia in water (1)
Total coliform (23)
Inorganic chemicals (23)
Temperature (24)
Turbidity (conductivity) (24)
pH (24)
Management practices maintain water quality (6)
Water quality (4,5)
Water quality (using parameters identified in state standards) (19)
Signs of pollution from humans and stock, litter, food particles, cleansing agents and other wastes (2)
Habitat and populations of aquatic organisms (2)
High levels of chemical and biological indicators of cultural eutrophication (2)

RELATED TO VEGETATIVE IMPACTS

Change in vegetation patterns (4,5)
Human impacts to bogs and wetlands (4,5)
Amount of human caused disturbed area in the riparian area (1)
Identify indicator species (plant & animal) that would reflect the health of the riparian area (1)

RELATED TO STRUCTURE

Change in stream structure (deposit, scour, channel, change, etc.) (1)
Sedimentation in creeks (7)

FACTOR G. FISH AND WILDLIFE CONDITIONS

RELATED TO FISH

Fish productivity rate [fish and game standards (spawning habitat)] (19)
Fish surveys indicating over use (7)
Creel census - wild steelhead stock (7)
Age and population of fish in lakes and streams (1)
Stranded fish, de-watered nests, low productivity (19)
Fish kill from gas bubble disease (19)
Die offs from introduced diseases [number of die-offs] (19)
Suitable habitat is maintained to provide viable fish populations (6)
Damage to fisheries [establish an acceptable cumulative water fluctuation allowed per day] (19)
Number of fish (7)
Means of salmon enhancement (7)
% of watershed with a fish structure (7)

RELATED TO THREATENED/ENDANGERED/SENSITIVE SPECIES

Baseline data for determining future population trends for Threatened, Endangered and Sensitive Species (associated with probable human causes) will be determined (9)
T&E species (23)
All National Forest System Habitats and activities for threatend and endangered species are managed to achieve recovery objectives (6)
Species extirpation likely as a result of human use (2)

RELATED TO SPECIES COMPOSITION/DIVERSITY

Changes in indicator species (7)
Number of rodents (7)
Diversity of animal and fish species (1)
Increase of non-indigenous species (1)
Animal species composition [wildlife populations will be maintained at present or better numbers (accounting for normal fluctuations) for all native species] (19)
Number of species (7)

RELATED TO POPULATION/DISTRIBUTION

Population, degree of human influence (4,5)
Type and rate of change in fish/wildlife populations (4,5)
Population trend on winter range (1)
Change in distribution of big game on winter ranges (1)
Population (number) (23)
Displacement of wildlife (7)
Wildlife displacement due to presence of humans (2)

RELATED TO HABITAT

Habitat, degree of human influence (4,5)
Occupied beaver habitat and trend (1)
Habitat condition (23)
Changes to the biophysical resource (8)

OTHER FISH AND WILDLIFE INDICATORS

Number of reported incidents of wildlife harassment by dogs (1)
Complaints of animal damage (1)
Modification of natural occurrences (7)
Bear, deer, and rodents in camps, visitors' food and equipment being eaten
and/or destroyed, impacted vegetation (3)
Habituated wildlife problems (2)
Documented cases of poaching (2)

FACTOR H. DEVELOPMENTS

RELATED TO MODIFICATIONS/IMPROVEMENTS

Degree of restoration (4,5)
Past modification by people (4,5)
Presence of trail and campsite improvements such as stone fire rings, natural
appearing bridges, etc. (4,5)
Presence of other site modifications due to human impacts (4,5)
Manmade changes or improvements (11)

RELATED TO NEW SITES (increase in number)

Number of new sites [percent increase of new sites or structures] (19)
Manmade landscape changes [percent increase in the number of manmade landscape
changes] (19)
Non-agricultural related development [percent increase in buildings that are
not agricultural related development (except for those that provide a
recreational service or serve to protect the resource)] (19)
Evidence of abandoned homesteads, outfitter facilities, administrative
sites and trails [percent increase in number] (19)

RELATED TO VEHICLES/ROADS

Motorized vehicles in sight of river [number of non-agricultural vehicles
visible from the river] (19)
Passable roads (19)
Private road improvements (19)
Vehicles observed away from designated roads (19)
Feet of road construction in wilderness (related to minerals) (7)

RELATED TO THE NATURALNESS OF THE AREA

The number and character of developments is subordinate to the naturalness of the area. Human and technological influence will be unapparent (6)
The number and character of developments compliments the naturalness of the area [number of developments per acre] (6)
The management of specific areas does not detract from the naturalness of the zone [the extent to which the area's roadways and facilities detract from the naturalness of the area] (6)
Native materials vs. non-native (7)

OTHER INDICATORS RELATED TO DEVELOPMENT

The total allowable miles of fencing per square mile within an allotment (8)
Developments (15)
Developments / 500 acre (22)
Mining sites visible [percent increase in mining activities visible from the river corridor] (19)
Man-made structures [number of] (19)
Visibility to public (7)
Construction methods (motorized --> heavy equipment --> hand tools) (7)
Acres of private land developed (7)

FACTOR I. MANAGEMENT SETTING/PRESENCE

RELATED TO LAW ENFORCEMENT ACTIONS

Change in accident rate or enforcement action [percent increase] (19)
Number of Law Enforcement Officers(LEO's) (19)
Number of "incidents" (19)
Request for Enforcement Actions [increase in percent of request] (19)
Number of violation notices issued (19)

RELATED TO EDUCATION/INFORMATION

Map and low impact trail use information posted (19)
Number of topics and ways of presenting educational material (19)
Response to a set of basic questions addressing educational programs [percent of questions correctly answered by river users] (19)
The public should be informed of potential risks and steps should be taken to provide an appropriate level of public safety [number of accidents per year within the zone, with attention to rafting incidents] (6)
Public availability of materials [percentage of sampled outlets containing agency and tourism information] (19)

RELATED TO SIGNS/MARKERS

Signs visible from river [number of] (19)
Presence of signs (4,5)
Presence of blazes or natural markers along trails (4,5)

RELATED TO BUDGET

Diversity and level of funding [obtain funding from at least 3 different sources] (19)
Awareness by constituency groups of NRA financial status [all interested groups aware of annual budget and comparative needs] (19)
Benefit/cost ratio [of salmon enhancement program] (7)

RELATED TO RESEARCH

Presence of research equipment (must conform to all resource indicators) (4,5)

MISC. MANAGEMENT INDICATORS

The levels of OHV (off hiway vehicles) use, grazing, vegetation management and mining are within the scope of PL 100-150 (6)
Management personnel encounters 80% of the time (4,5)
Forest management practices visible from the river (19)
The public will not percieve excessive contacts [percent of the public] (19)
Number of Forest Service visits per user per 2 days (11,12)
Continuation of dis-similar regulations and no move towards reciprocity (Fishing regulations between Idaho and Oregon) (19)
The management of the SMA and WSR reflects the circumstances described in the EIS and the management direction in the Implementation Plan (6)
The transportation system meets the direction in the plan (6)
Management strongly emphasizes maintaining and enhancing the natural ecosystem and its processes (6)
Management focuses on providing river-based recreation experience settings and uniquely developed opportunities [number of resource conditions, social conditions and management activities that reflect the characteristics described for a certain opportunity class and the objectives for the zone] (6)
Management focuses on providing recreation experience settings, balanced with an emphasis on maintaining and enhancing the natural environment (6)
Public parking should be provided at a level that protects the resource and provides for public safety and comfort. Visitors should find adequate parking at trailheads, and raft put-ins and take-outs [percent of parties interviewed that could not find a parking spot at their preferred trailhead, rafting put-in or take-out] (6)
Acres of clearcuts visible (7)
Management presence (construction, maintenance, monitoring) (7)
Aircraft (3)
Excessive noise from administrative use of helicopters in removing human wastes from Wilderness (2)

FACTOR J. VANDALISM

Number of incidents of vandalism (1,7)
Number of damaged trees (7)
Number of painted rocks (7)
Number of occurrences of vandalism by type, by location by month/year (7)
The amount of vandalism does not impact the visual setting of the area [number of new occurrences of graffiti vandalism or defacing of natural features located anywhere within the zone, per year] (6)

FACTOR K. AIRCRAFT/WATERCRAFT

Number of aircraft landings by type (7)
Number of flights overhead by day, by type and elevation (7)
Maximum number of landings per day (18)
Maximum number of landings per year (18)
Number of flights/ sightings (7)
Number and types of boats, watercraft/day (7)
% probability of having no more than X aircraft landings per day (10)

FACTOR L. FIRE

Amount of ladder fuels in high use areas (1)
Value of adjacent land to determine fire suppression aggressiveness (1)
Historic fire frequency pattern to determine feasibility of fire playing it's natural role (1)
 -number of fires per year, past and present
 -number of lightning strikes, how many started fires and where these fires occurred
Number of human-caused, versus natural fires (1)
Change in vegetation and fuels composition/density as a result of no fire (1)

FACTOR M. DOMESTIC LIVESTOCK

RELATED TO WASTE

Livestock waste [percent of beaches and campsites free of livestock waste] (19)
Nonconsolidated stock waste [accumulated stock waste] (19)
Livestock manure (21)

OTHER

Livestock carcasses [percent of beaches free of livestock carcasses] (19)
Number of animal units per month and the number of livestock within the corridor [percent increase in number of allotments stocked within the river corridor] (19)
Number of visitors per year who complain about domestic animals (4,5)
Monitor the effects of livestock and wildlife in riparian areas as called for in the Voigt/and Greer Allotment Management planning process currently underway (9)
% forage utilized (10)

FACTOR N. CULTURAL RESOURCES

RELATED TO VANDALISM

Archaeological site surface disruption and maintaining the information recovery value of archaeological sites (6)
Archaeological site disturbance (7)

OTHER

Size of area that is readily identified as a site of cultural value (acres or feet squared existing, and trend over time) (1)
Cultural value eg. eligible for or listed on the National Register (1)
Subsurface integrity (23)

FACTOR O. AIR QUALITY

Air pollutant effects on soils, vegetation, animals and aquatic systems (2)
Criteria pollutants noted in State Implementation Plan (2)

BOB MARSHALL WILDERNESS COMPLEX

LIMITS OF ACCEPTABLE CHANGE

MONITORING GUIDEBOOK

1990 Revision

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INTRODUCTION

Recreation management direction for the Bob Marshall Wilderness Complex (BMWC) directs managers to maintain certain recreation opportunities over time. In order to ascertain whether or not these objectives are being met managers, researchers and wilderness users agreed on several key items or indicators of change that could be measured to assess the overall condition of the wilderness. The limited list of indicators is not intended to provide a comprehensive inventory of wilderness conditions, but rather to alert the manager that change is taking place. The indicators include both biophysical and social components. Each indicator has associated with it a standard that dictates at what point change becomes unacceptable. When the standard is violated, the desired recreation opportunity may no longer be available, at a high quality level, for the wilderness visitor to enjoy.

The BMWC has been divided into four Opportunity Classes (O.C.) to provide a range of recreational experiences for wilderness visitors. The Opportunity Classes vary along a spectrum ranging from pristine, little used areas (O.C. I) to heavily used travel routes (O.C. IV). It is important to remember that all Opportunity Classes meet or exceed standards for wilderness set in the Wilderness Act and in Forest Service policy. Indicators of change remain constant across all Opportunity Classes. Standards, on the other hand, vary from one Class to the next. They are designed to reflect the range of recreation opportunities we will manage for over time.

It is important that you clearly understand what happens when standards are violated. The question is certain to arise in your conversations with wilderness visitors. The key to remember is that no violation, in and of itself, necessarily triggers a restrictive management action. There are several steps to decide what actions are appropriate. First, indicators, standards and the monitoring process must be evaluated to determine if they are still valid. If they are not, they must be adjusted and monitoring continued. If they are valid, the manager must identify the source of the problem and develop alternative actions to resolve it. In general, he must select the least restrictive action necessary to reasonably resolve the problem. There is a strong commitment on the part of all BMWC managers to use least restrictive actions such as information and education first. Finally, after the selected action is implemented, monitoring must continue to evaluate its effectiveness.

Monitoring changing conditions is a vital part of wilderness management. Future management actions must be based on accurate information concerning changing wilderness conditions. This information will be provided by your field work. It is imperative that your inventories be of the highest quality. This Guidebook is designed to give you a basic understanding of methods developed to inventory conditions relative to each indicator. To insure consistency across the Complex, the guidelines must be carefully followed. Proficiency can only come with practice and close communication with your supervisor. Remember to use common sense in your evaluations. The data you collect in monitoring should always replicate what a "visitor" would have seen, heard, or noticed. Keep this in mind and it will help you in accurate and consistent monitoring.

An important part of the monitoring process, after the data has been collected, is the summarization and input into a data base. It is critical that the instructions are followed and complete data has been entered on all forms. It is not always possible for you, the data collector, to be the person entering the data, but that would be the ideal situation. Enclosed in this guidebook are instructions on how to enter data into the data bases. Be sure you understand the key elements of this process and what your collected data should look like for input. Your actions will influence the efficiency of the program and will also have an affect on final management decisions.

It will be up to you, in a large part to develop your skills. Take time to read the Recreation Management Direction for the BMWC. It will provide a broader understanding of the need for monitoring. When in doubt, ask questions. If your supervisor is not available, document rationale for your decisions and ask him or her later. Don't be afraid to admit mistakes and make changes. Our only objective is to get high quality information. Your work will shape the future of the wilderness. Make it right. Make it count.

TRAIL ENCOUNTERS

Indicator: The number of trail encounters with other parties per day.

Standard:

- | | |
|----------|---|
| O.C. I | 80% probability of no encounters in a day. |
| O.C. II | 80% probability of 1 or fewer encounters per day. |
| O.C. III | 80% probability of 3 or fewer encounters per day. |
| O.C. IV | 80% probability of 5 or fewer encounters per day. |

Unit of measure: number of parties

Field Measurement:

1. Count only parties actually traveling on trails. Parties observed in campsites, along rivers, at lakes, etc. should be tallied in the OTHER PTYS OBSERVED section, do not include them in trail encounters.
2. A party is a group of people readily recognized as traveling together. There should be no more than 1/8 mile and/or 15 minutes between the first and last members of the party. The key is readily recognized as traveling together. If in doubt, tally as separate encounters. Pack strings traveling separate from the main party should be counted as a separate party.
3. Count all parties met or passed on the trail (including FS crews).
4. Stationary crews (i.e., reconstruction crews) should count all parties passing their location.
5. Visitors to FS administrative sites are not counted under this standard.
6. Each time a party is met on a given day should be tallied as a separate encounter.
7. **Tally trail encounters each day you are on the trail. It is essential that days with no encounters are documented, otherwise, probabilities can not be calculated.**
8. Use the visitor contact form or equivalent to record contacts.
9. **If more than one trail segment, opportunity class or geographic area is traversed in a day, tally encounters on separate trail encounter forms.**
10. Secondary sources may be used to gather encounter data. This information should be clearly identified as coming from a secondary source (visitor, outfitter, etc.). Every effort should be made to insure that information meets the criteria listed above. If you have doubts about the quality of the information, discard it.
11. To meet trail encounter frequency guidelines, where required, trail monitoring of individual trails will be conducted on alternate weeks.

Office Compilation:

1. Records will be kept for encounters during the following seasons:

Summer	6/1 - Labor Day
Hunting	Labor Day - 11/30
Other	12/1 - 5/31
2. Summarize all encounter data for each opportunity class and trail segment sampled during the season.
3. Tally the total number of days the maximum encounter level was not exceeded and divide by the total number days sampled to determine if the 80% probability level was met.
4. **Summarize trail encounter frequency rates for required opportunity classes as identified on page 42 of the "Recreation Management Direction" publication.**

Notes and Comments:

OCCUPIED CAMPSITES

Indicator: The number of other parties camped within sight or continuous sound.

Standard:

O.C. I	80% probability of no other camps within sight or continuous sound
O.C. II	80% probability of no other camps within sight or continuous sound.
O.C. III	80% probability of no more than one other camp within sight or continuous sound.
O.C. IV	80% probability of no more than three other camps within sight or continuous sound

Unit of measure: Number of other camps.

Field Measurement:

1. **This indicator is measured only in an area where at least one campsite is occupied.**
2. Occupied campsites are best measured late in the day or early in the morning when the majority of visitors are in camp.
3. Select one occupied camp from which you can see the most other occupied sites in the area. From its center count the number of other occupied campsites within sight or continuous sound.
4. Continuous sound means that sounds (conversation, routine camp activities) can be regularly heard from one campsite to the next.
5. Record the number of campsites within sight or continuous sound in each area sampled using the visitor contact form or equivalent.
6. In areas where campsites are clustered, each occupied campsite will be counted separately.
7. **It is essential that occupied campsites with no other camps within sight or sound be tallied so that probabilities can be calculated. Do not utilize trail encounter data for campsite probabilities unless campsite monitoring has also been emphasized.**
8. Complete the Occupied Campsite information for each day the campsite is observed. If you are working in the same area for several days, you will complete the monitoring information for every day the camp (or additional camps) is still there.
9. Secondary sources may be used to gather campsite encounter data. This information should be clearly labeled as coming from a secondary source (visitor, outfitter, etc.). Every effort should be made to insure that information meets the criteria shown above.

Office Compilation:

1. Summarize campsite encounters for each geographic unit and opportunity class sampled.
2. Tally the number of days the camp site encounter level was not exceeded and divide by total number of days sampled to determine if probability levels were met.

CAMPSITE INVENTORY

AREA OF BARREN CORE

Indicator: Amount of barren core in a human impacted site

Standard:	O.C. I	100
	O.C. II	500
	O.C. III	1000
	O.C. IV	2000

Unit of Measure: Square Feet

Field Measurement:

1. Measure the permanently devegetated area (area where vegetation does not recover on an annual basis) as described in instructions for completing the campsite inventory form.
2. Date all measurements.
3. Since the intent is to measure the permanently devegetated area, measurements should be taken early in the season prior to heavy use. This is particularly important in the case of outfitter camps.
4. Measurements taken later in the season should include an estimate of use (light, moderate, heavy) that has occurred since the beginning of the season.
5. Complete measurement of barren core before doing any naturalization work.
6. Although changes in barren core are difficult to achieve in a single season, if naturalization work results in a substantial change of barren core area, document the change in field notes for that site.
7. Do not include barren core associated with **approved stock holding areas** all other stock holding areas **should** be included in this measurement (see instructions under *NUMBER OF MODERATELY AND HEAVILY IMPACTED SITES PER 640 ACRE AREA - General instructions for completing the campsite inventory form* - for directions on how to handle these areas).

Office Compilation:

1. List sites exceeding standards by geographic units and opportunity class.
2. Map sites exceeding standards on a 1:24000 scale map.

Notes and Comments:

MCCORMICK WILDERNESS VOLUNTEER SURVEY

- (1) Your Name _____ (2) Dates _____ (3) Days of Week _____
& Group Size _____
- (4) Your Entry Point _____ (5) Cars @ Entry Point Include Yours
License Number _____ State/Province _____
- (6) Weather Conditions: Warm() Cold()
Sun () Rain/Snow()
- (7) Indicate Your Route on Map (8) Indicate Your Campsites on Map:

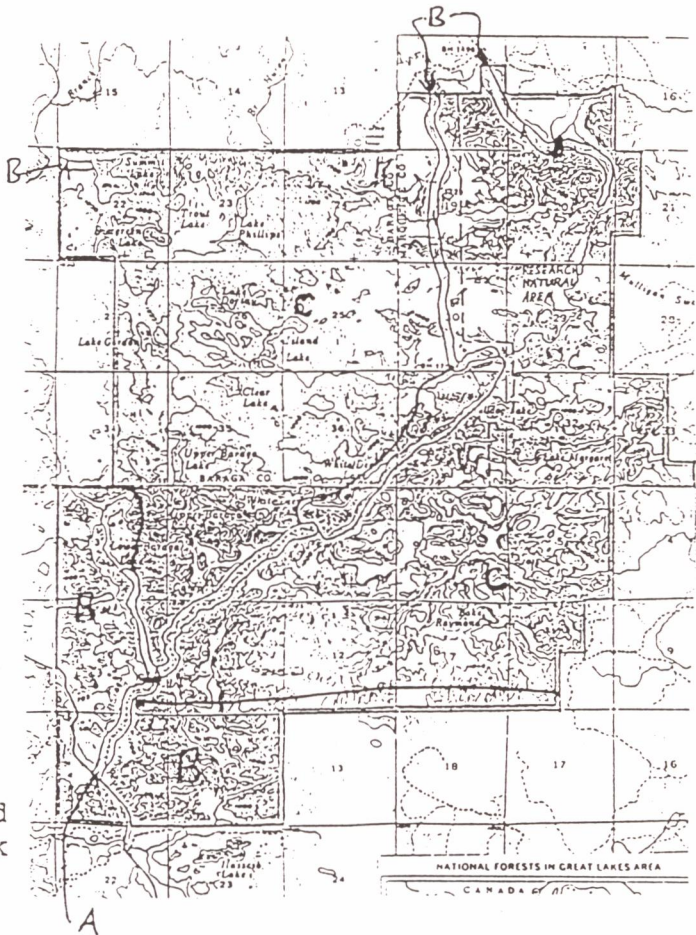
Social Conditions

- (9) Contact With Other People Inc. Ranger
During Day _____ While Camping _____
Date Class* G.Size _____ Class* G.Size _____
- (10) Number Pieces Litter Removed _____
Indicate Approx. Location On Map
- (11) Activities Observed Including Yours:
(Hiking, Fishing/Hunting, Skiing, Etc.)

- (12) Number of Pets Encountered _____
(Include Yours)
- (13) Use Back to Describe Any People
Problems, i.e. Noise, Vandalism

Resource Conditions

- (14) Trails; Indicate Problem Areas Inc.
Existence of Trails You Believe Should
be Removed on Map and Describe on Back
- (15) Campsites; Indicate Existing Sites on
Map and Describe Conditions on Back
(Fire Rings, Bare Soil, Etc.)
Indicate Locations of Potential
Campsites on Map
- (16) Use Back to Describe Interesting/Unusual Animals and Plants You Observed
- (17) If You Are a Specialist or Interested in Participating in Research on e.g.
Wildlife or Water Quality Please Indicate on Back.



Indicators and Monitoring
McCormick Volunteer Survey

*Indicate Area Class (A,B,C) From Map For Location Where Observation Was Made.

RANGE CONDITION AND TREND FIELD INVENTORY FORM

CAMPSITE # _____

QUAD _____

WATERSHED _____ PHOTO # _____ DATE _____

OBS _____

COMMUNITY TYPE MEADOW _____ H.T. _____

PHOTOS TAKEN: _____

LEVEL I RATING - Rate the first 100 ft of meadow

CLASS 1 No visible impact on vegetation outside campsite area. No beaten out areas in associated meadow.

Class 2 Increasers predominate vegetation. Some annuals present. Small <50 sq ft bare area in meadow or hitching area.

CLASS 3 Obvious heavy utilization or trampling evident Change in Vegetation composition evident. Pedistoling may be present >25% of plants are annuals. 50-100 sq ft bare area in meadow or hitching area.

CLASS 4 Annual weeds and grasses predominate (>50%) Remnant perenial exist, often on pedistols. Bare areas exist 100-200 sq ft in 3 or more areas

CLASS 5 Significant bare areas or areas with annual weeds (>200 sq ft) in meadow.

LEVEL II RATING - Sketch meadow if Class 4 or 5 with following condition class

Condition Class 1 No visible impact on vegetation

Condition Class 2 Increasers predominate vegetation, some annuals present

Condition Class 3 Change in Species composition evident >25% annuals/bare soil

Condition Class 4 Annual grasses and forbs predominate, >50% annuals/bare soil

Condition Class 5 Heavily impacted >75% annuals/bare soil

PERMANENT TRANSECTS - DONE ON OUTFITTER CAMPS

TRANSECT 1 COMPASS READING			
PT	COND.CLASS	DISTANCE	PHOTO
1	_____	<u>0 ft</u>	<u>skyline</u>
2	_____	_____	_____
3	_____	_____	_____
4	_____	_____	_____
5	_____	_____	_____

TRANSECT 3 COMPASS READING			
PT	COND.CLASS	DISTANCE	PHOTO
1	_____	<u>0 ft</u>	<u>skyline</u>
2	_____	_____	_____
3	_____	_____	_____
4	_____	_____	_____
5	_____	_____	_____

TRANSECT 2 COMPASS READING			
PT	COND.CLASS	DISTANCE	PHOTO
1	_____	<u>0 ft</u>	<u>skyline</u>
2	_____	_____	_____
3	_____	_____	_____
4	_____	_____	_____
5	_____	_____	_____

TRANSECT 4 COMPASS READING			
PT	COND.CLASS	DISTANCE	PHOTO
1	_____	<u>0 ft</u>	<u>skyline</u>
2	_____	_____	_____
3	_____	_____	_____
4	_____	_____	_____
5	_____	_____	_____

COMMENTS:

COST ESTIMATES

- 4/ Forest funding for the Wild and Scenic River User Study was piggy-backed onto a \$40,000 research grant the University of Idaho survey team had to do theoretical river research. This contributed to the funding of the river user survey and river campsite inventory inside Wilderness. The amount of contribution is unknown.

These above costs can be compared with the following estimate for a traditional approach to a wilderness carrying capacity study. This estimate developed in 1981 by Tom Kovalicky and Jerry Stokes for the Flathead Forest Plan and only applies to the Flathead portion of the BMWC, about two-thirds of the total area. Note the totals are very close but the 1981 estimate was only for the Flathead National Forest.

B01 Assume:
Wilderness Cost for developing new FNF Bob Marshall-Great Bear
Planning and Wilderness Plan over two-year period

Inventory

First Year	
GS-11 Team Leader	28,152
GS-9 Social Scientist	23,801
GS-11 Range/Wildlife Spec.	28,152
GS-3 Seasonals	21,549
GS-4 Seasonals	16,108
GS-12 Detailed Expertise = 1 year (watershed, Rec. Mgmt, Econ.)	33,488
GS-9 Researcher (6 months)=	11,901
Equipment	1,000
Travel	6,000
Per Diem	1,000
Printing	3,000
Packer Support	4,000
	<u>\$178,151</u>

Second Year	
GS-11 Team Leader	28,152
GS-9 Social Scientist	23,801
GS-11 Range/Wildlife	28,152
Equipment	500
Travel	3,000
Per Diem	1,000
Printing	3,000
Detailed Specialists (6 mo.)	16,744
GS-9 Researcher (6 mo.)	11,901
Packer Support	1,500
	<u>\$117,750</u>

Total Cost for two-year period = \$295,901
Prorated over 10-year planning period = \$29,590/year
 $\$29,590 \div 996,586$ acres (FNF B.M. & G.B.)
cost/acre/year = \$.0297

Assume:	
Low Prescription	High Prescription
30% x \$.0297/acre/yr.	100% x \$.0297/acre/yr
.009/acre/year	.029/acre/year
1978 Cost	.007/acre/year
Adjustment	.024/acre/year
(84%)	

CITIZEN GUIDES

CITIZEN ACTION GUIDE

Bridger-Teton National Forest
P.O. Box 1888
Jackson, Wyoming 83001



Teton, Gros Ventre
and Bridger
Wilderness



Bridger-Teton
National Forest



Why Should You Care About Wilderness Management Planning?

The National Wilderness Preservation System is a vestige of wild North America. The Bridger-Teton National Forest contains some of the system's most outstanding Wilderness. Congress has legally designated Wilderness, but it is not protected by simply drawing a line on the map. Unwittingly, we have caused impacts to the wilderness — from development at its borders, acid precipitation, introduction of exotic plants and animals, interruption of natural fire cycles, and damage to campsites and trails. What goes on within Wilderness must be managed with a common view of the importance of the wilderness resource. We invite you to help determine how to protect our proud heritage of wilderness for future generations.

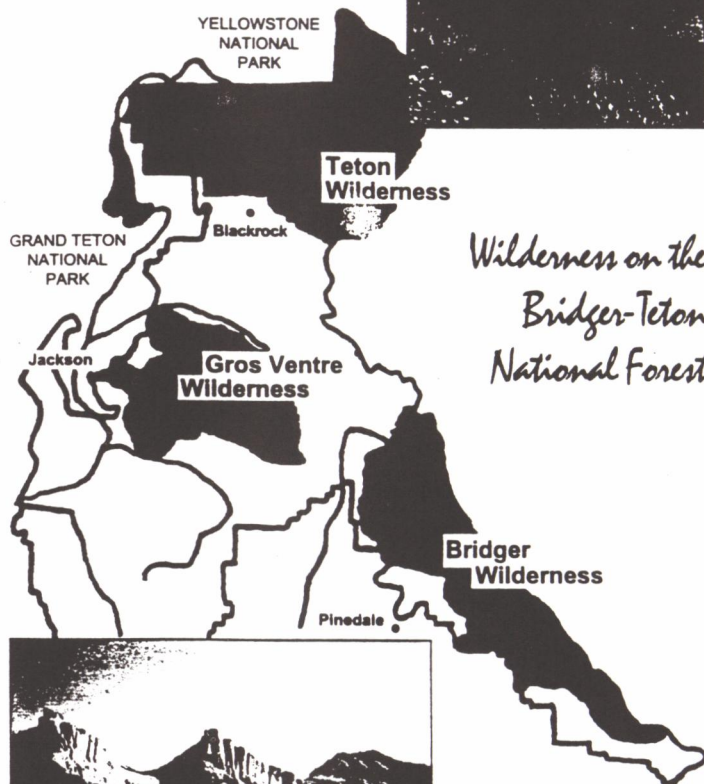
We have heard from many wilderness users that conditions are not acceptable. Forest Service monitoring information shows that in many areas we are not achieving desired future conditions identified in the Bridger-Teton National Forest Land and Resource Management Plan. Thus, the Forest Service will develop an Action Plan for the Teton, Gros Ventre and Bridger Wildernesses. We will describe existing conditions, develop specific objectives for acceptable levels of change and identify what needs to be done to achieve desired conditions. To do this we need your help! What are YOUR concerns about management of the Teton, Gros Ventre and Bridger Wildernesses? How would you like to participate?

To be most helpful to the process, please return the enclosed response form by February 28, 1992. Your reply will determine how we proceed. As we develop the Action Plans, we welcome any additional comments you would like to make.

TETON WILDERNESS

Δ 585,000 acres

Δ Designated in 1964



GROS VENTRE WILDERNESS

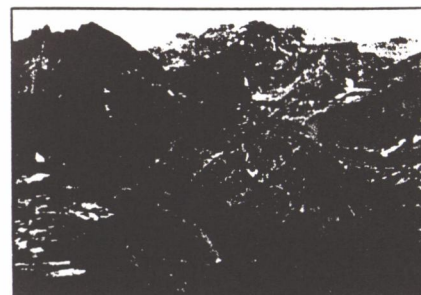
Δ 287,080 acres

Δ Designated in 1984

BRIDGER WILDERNESS

Δ 428,169 acres

Δ Designated in 1964



Wilderness Is...

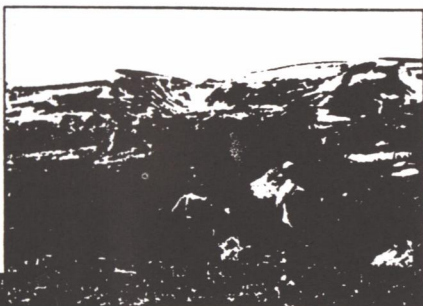
A Wilderness, in contrast with those areas where man and his own works dominate the landscape, is recognized as an area... which generally appears to have been affected primarily by the forces of nature with the imprint of man's work substantially unnoticeable, has outstanding opportunities for solitude or a primitive and unconfined type of recreation, and may contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

- Wilderness Act 1964

Since the early 1900's there has been a concern that wild-lands were disappearing due to expanding settlements and the growing use of our natural resources. The push for wilderness protection culminated in 1964 with passage of the Wilderness Act. It established the National Wilderness Preservation System to "secure for the American people of present and future generations the benefit of an enduring resource of wilderness."

In a world with increasing threats to the health of our planet, Wilderness provides:

- ...Clean air and water
- ...Opportunities for solitude, self-reliance, and personal reflection
- ...Opportunities to get away from motorized and mechanical equipment



- ...A relatively undisturbed place for plants and animals
- ...A living laboratory for education and scientific study

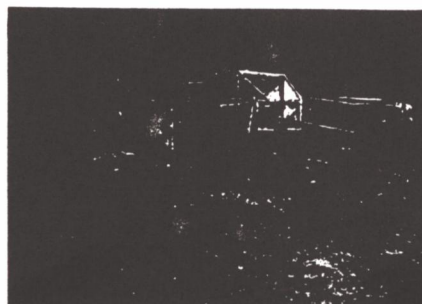


- ...A link to our cultural roots
- ...A storehouse of genetic diversity
- ...Naturally functioning ecosystems



Keeping It Wild

The Wilderness Act says that "Wildernesses are to be administered for the use and enjoyment of the American people in such a manner as will leave them unimpaired for future use and enjoyment as wilderness." Wilderness management does not mean enhancing, manipulating or molding nature to suit people, but rather reducing the effects of human activities so that nature operates as freely as possible. Some of the concerns are:



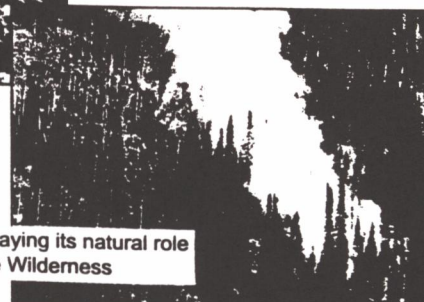
- Δ 61% of campsites in the primitive zone within the Teton Wilderness do not meet standards

- Δ Air pollutants may threaten water quality



- Δ 300 miles of trail in the Bridger Wilderness do not meet standards

- Δ Fire may not be playing its natural role in the Gros Ventre Wilderness



Jackson Hole News Photo



CITIZEN ACTION GUIDE

Developing Action Plans

*What do you want Wilderness to be like
for future generations?*

To address these concerns and others, the Bridger-Teton National Forest will prepare an Action Plan for each Wilderness. Identified actions must help meet the purposes and provisions of the Wilderness Act; thus, we cannot identify actions such as using motorized equipment or eliminating domestic livestock grazing. Here is how it will happen:

FEB 1992	Public involvement begins. We will clarify the issues and find out how people want to participate.
MAR - MAY 1992	Work with citizens interested in pulling together Forest Plan direction for desired future conditions and determining where further analysis is needed.
JUN - OCT 1992	A separate working group will be formed for each of the 3 Wildernesses. Field trips will be held and conditions will be inventoried where information is lacking.
NOV - APR 1993	Each working group will develop specific objectives for acceptable levels of change and identify what needs to be done to achieve desired conditions, who is responsible for the action, and how much it will cost.
MAY 1993	Action plans are reviewed by the public and the Forest Service.
JUN 1993	A Final Product!

We Need Your Ideas and Involvement

We are asking for citizen involvement early in the process so that we can work together as partners to determine how to best manage the Teton, Gros Ventre and Bridger Wildernesses. Our goal is to provide a forum for open dialogue and mutual learning from a diversity of viewpoints. Because your participation is important to us, we need to know how you would like to be involved. Here are some options:

Citizen Task Force

A task force is composed of people with diverse interests in Wilderness. Being a member of a task force provides an opportunity to develop the recommendations and to really have a say in Wilderness management. Requires a willingness to listen and learn, along with a time commitment to attend approximately 10-15 meetings.

Issue Analysis Committee

A group of people with diverse views on one particular issue. They work together to develop recommendations for that issue. It would require participating in several meetings.

Mailed Correspondence

Writing letters with comments and ideas in response to progress reports.

Public Workshop

Submitting comments at public workshops which would be held periodically.

One-on-One Contact

Submitting comments by meeting with or telephoning a Forest Service team member.

Field Trips

Participating in trips (by foot or horse) to view problems in the field and discuss possible actions.

Progress Reports

Keeping informed of our progress through periodic reports.



"In My Point of View"

What issues are you most concerned about? Feel free to add any comments.

- _____ Disturbance of wildlife and plants
- _____ Maintaining natural fishery
- _____ Protection of air and water quality
- _____ Restoring the natural role of fire
- _____ Maintaining quality wilderness recreation experiences
- _____ Protection of cultural resources
- _____ Trail conditions
- _____ Campsite conditions
- _____ Recreational stock
- _____ Domestic livestock grazing
- _____ Commercial outfitting
- _____ Management of structures
- _____ Others? _____

Which Wilderness are you interested in? You may check more than one!

Teton _____ Gros Ventre _____ Bridger _____

How would you like to participate? Feel free to check more than one.

- _____ Citizen Task Force
- _____ Issue Analysis Committee
- _____ Mailed correspondence
- _____ Public workshop
- _____ One-to-one contact with Forest Service
- _____ Field Trips
- _____ Receive periodic progress reports
- _____ Other? _____

Please make changes on address label, if necessary.

Please share this information with other people you know who are interested in the Teton Gros Ventre or Bridger Wilderness.

Thank You!

SAWTOOTH WILDERNESS CITIZEN INVOLVEMENT GUIDE

A Guide for Citizen Involvement
in the Wilderness Planning Process

April 1992



Sawtooth Wilderness

Sawtooth National Forest

•

Sawtooth National Recreation Area



Sawtooth Wilderness Citizen Involvement Guide

Sawtooth National Recreation Area

▪ Sawtooth National Forest

A Guide for Citizen Involvement in the Wilderness Planning Process

The Sawtooth National Forest needs your help in developing the update of the Management Plan for the Sawtooth Wilderness. We invite you to join us as we work to ensure that the values for which the Sawtooth Wilderness was established - wildlife habitat, scenic and historic resources, primitive recreation, physical and mental challenges, and inspiration, among others - are protected for the future. The purpose of this update is to evaluate current direction and goals for the management of the wilderness resource. Inside you will find a summary of the many uses and values of this area, and a description of current conditions. Contained in this Citizen Involvement Guide are sections dealing with the purpose of a wilderness plan, the need for an update, as well as sections on some overall goals and constraints that are already known. We hope that this background will assist you in identifying the issues, concerns and values that you feel we should address. Your input is critical to the success of this project, and your time and effort is greatly appreciated.

What we need from you, as a person interested in wilderness, are those items or areas that you feel we should be considering during the development of this update. Please read through this guide and send us your comments, or drop by and discuss it with us.

Overview of the Sawtooth Wilderness

The Sawtooth Wilderness (217,088 acres) was designated on August 22, 1972, with the passage of Public Law 92-400 which established the Sawtooth National Recreation Area. Because of the outstanding scenic qualities of the Sawtooth Wilderness, this area was first designated a Primitive Area in 1937. Public hearings were held in 1963 and 1971 on proposals to reclassify the Primitive Area as a Wilderness. The Wilderness includes the headwaters of the North Fork and Middle Fork of the Boise River, South Fork Payette River, and contributes significantly to the Salmon River. The straight line distance of the Sawtooth Wilderness from north to south is 32 miles. The widest point, from east to west is 18 miles. There are no private lands within the boundary. The Sawtooth Wilderness is dominated by the sheer rugged Sawtooth Mountains, the most recognized range in Idaho. It is named for its jagged skyline, which provides spectacular alpine scenery. The lower forested slopes add to the visual beauty of the rocky crags. The area is characterized by high granitic mountains, with forty-two peaks over 10,000 feet in elevation and over 500 high alpine lakes. Fishing, wilderness camping, mountain climbing, hunting, and the unique beauty of the lakes, waterfalls, and peaks are major attractions. The relatively undisturbed condition of the area gives it special value and the extensive glaciation, exposed geology, and life zones provide excellent opportunities for scientific study. It offers outstanding opportunities for solitude, spiritual refreshment, stimulating inspiration, and a high degree of physical challenge. In addition, there are opportunities for primitive recreation activities which are enhanced by a wilderness environment. The National Wilderness Preservation System was established to insure that there will always be wild places where humans are just visitors, natural conditions prevail, natural processes operate freely, the signs of human activity are hardly noticeable, that there are outstanding opportunities for solitude or a primitive and unconfined type of recreation, and features of ecological, geological, scientific, educational, scenic, and historical value are protected.



This symbol commemorates the
25th anniversary of the
National Wilderness Preservation System.

**TASK FORCE ROLE
AND
RESPONSIBILITY**

TASK FORCE ROLE AND RESPONSIBILITIES

Jedediah Smith Wilderness Management Plan Update

I. Introduction

Due to the complexity of managing a multi-value resource such as wilderness with a mandate to protect natural conditions and processes while still allowing wilderness-compatible human use, most issues will not have simple solutions. Through public involvement, better decisions can be made, differing perspectives can be aired before they become major conflicts, and greater acceptance and ownership of the plan can be achieved. The task force plays a critical role in this process because they can deal with issues in-depth and create an effective learning environment.

II. Task Force Role

The task force is an ad hoc of people which makes recommendations to an Interdisciplinary Team (ID team). Final approval of the Wilderness Management Plan rests with Targhee National Forest Supervisor James Caswell. The task force is composed of managers, researchers, and citizens which allows for sharing technical/scientific knowledge, legal requirements, and personal experience. All types of knowledge are equally important. All meetings will be run by a trained facilitator. The task force approach to planning is a consensus process. Consensus is defined as agreement to give it a try. The task force is expected to work towards the common goal of improving wilderness conditions to meet the intent of the Wilderness Act to provide recreation, scenic, scientific, educational, conservation, and historical values for the benefit of all Americans. Recommendations made by the task force must fall within the sideboards established by the Wilderness Act, Endangered Species Act, and Forest Service policies. Task force members will be directly making recommendations to the ID team, thus have considerable influence on how the Wilderness will be managed in the future. However, because Wilderness is a national resource, regional and national public input will be sought and incorporated into task force meetings during each step of the planning process. All task force meetings will be open to the public however non-task force members will be required to give their input through their representative on the task force and will not be allowed to participate directly in task force decisions. Interdisciplinary team members will be encouraged to attend all task force meetings. Upon completion of the management plan, task force members will be encouraged to meet yearly to review implementation progress and insure agency compliance with the plan.

III. Task Force Responsibilities

Task force members agree to:

1. Represent interests of their group and keep their group informed of task force progress.
2. Actively seek ideas and concerns from their group or community residents.
3. Attend the meetings or provide written comments prior to meeting date.
4. Approach the planning process with an open mind and be willing to discuss and understand a wide range of viewpoints.
5. Give everyone a chance to speak and withhold judgment on an idea presented by others until it has a chance to be developed.
6. Focus on issues and needs, not on personalities, people or positions, as a starting point for discussions.

7. Attempt to reach consensus at decision points to develop a feasible, implementable set of ideas and actions.
8. Speak concisely and listen without interrupting.
9. Allow their names to be made public, so other people can relay their views through task force members.
10. If problems or concerns arise about how the task force is operating, members will make these known to the task force or facilitators and attempt to resolve them within the task force structure. Airing concerns outside of the task force often serves to undermine the process.

IV. Task Force Member Characteristics

1. Can represent the interests of his/her constituency. Is respected by constituency. Is willing to represent larger public than him or herself. Is willing to communicate and report back to constituency.
2. Is knowledgeable about the Jedediah Smith Wilderness.
3. Is willing to make the time commitment necessary to attend meetings and communicate with constituency and public.
4. Articulate and respectful of others' views.
5. Willing to work towards common goal and reach consensus at decision points.
6. Willing to work within the constraints of applicable legislation and recognizes that decisions are always made with incomplete information.
7. Willing to focus on management issues (how the area should be cared for).
8. Maintains on-going interest in the implementation of the plan.
9. Affiliated with multiple interests if possible.

V. How Decisions Are Made

The task force approach to planning is a consensus process. Thus, decisions made throughout the process will be based on general, overall agreement between all task force members, not on a majority vote. No one group or individual will probably agree 100% with each decision. Everyone will have to give a little to make progress. The strategy for reaching consensus will be to listen to all viewpoints and constructively work together to identify areas of agreement and isolate areas of disagreement. When decisions are made, task force members will be asked to indicate their level of support by expressing it as one of four levels:

1. I can easily support the action.
2. I can support the action but it may not be a personal preference.
3. I can support the action if minor changes are made.
4. I cannot support the action unless major changes are made.

Consensus generally will be defined as no one in the task force having a level 4 concern about the action being considered. Level 3 concerns will be resolved by isolating the minor changes. If the task force cannot reach consensus regarding a particular decision and is stalemated, the differing viewpoints will be documented and the Forest Supervisor will make the decision.

VI. Group Composition

Interdisciplinary Team - five members who include:

- Grand Teton National Park
- Wyoming Game and Fish Department
- Forest Service Fire program
- Forest Service Ashton wilderness and range program
- Forest Service Teton Basin wilderness and recreation program

Technical Specialists are generally agency people who are available to present information to the task force to aid in understanding a particular issue.

Specialists can be drawn from the following areas: wildlife, archeology, water, special uses, range, soil, recreation, and visuals.

The Task Force will primarily include citizens who represent a particular interest in wilderness. The exact composition may be refined but will generally include:

1. Private recreationists representing horseriders (Backcountry Horsemen), hikers, and cross-country skiers.
2. Recreation outfitters representing horsepackers, backpackers, skiers, llama packers, organizational groups, and hunters.
3. Domestic livestock permittees
4. Conservation interests including wildlife, riparian systems, wilderness, and the Greater Yellowstone ecosystem
5. Educators
6. Scientists
7. Historical/cultural and spiritual interests
8. Local community residents
9. Community development interests

VII. Time Committment

One of the biggest responsibilities task force members have is the time committment necessary to attend meetings. It is anticipated that there will be between 10 and 15 meetings held between June 1990 and September 1991. Most meetings will be held on Saturdays in the Teton area. If a task force member is not able to attend a meeting, he/she is expected to provide written input prior to the meeting date. Meetings during the summer will be more informal with small working groups and will generally be held in the field. Outside of task force meeting times, members are expected to communicate with their peers and constituency group.

NEWSLETTERS

Hells Canyon River Planning Update

September 1990

The Origin of the Hells Canyon Public Task Force

In 1988, the Wallowa-Whitman National Forest decided to evaluate and revise its current recreation management plan for the Snake River corridor through Hells Canyon National Recreation Area (HCNRA). As part of the river management planning process, the USDA Forest Service contracted with the Department of Resource Recreation and Tourism at the University of Idaho to conduct a two-phase project. The first phase of the project, completed in 1989, was to survey river users who use Hells Canyon in order to obtain information regarding their recreation experience (see *Study*, page 2).

In January of 1990, the second phase—developing an update for the river recreation plan, began with the creation of a public Task Force using the Limits of Acceptable Change (LAC) planning process.

Who are the Task Force members?

Task Force members represent a wide range of interests that have a stake in the future management of the Snake River through Hells Canyon NRA. The Task Force consists of 22 individuals representing powerboat and float boat interests, both private and

commercial, landowners, conservation groups, community interests in Idaho, Oregon and Washington, Native Americans, anglers, aircraft interests and others.

Because the Task Force represents such a diverse group, it is ideally suited to develop a plan that will serve the public for the next decade.

What is the purpose of the Task Force?

The Task Force members' goal is to reach consensus on decisions that will define the river management plan. They seek to develop a management plan that achieves a reasonable balance among various interests and their concerns.

The Task Force members have a difficult job—to represent their interests vigorously, while remaining willing to listen to the viewpoints of others and to work toward achieving a consensus on river management.

To find out more about what decisions the Task Force has made, how they have made them and how you can get involved, see inside . . .

INSIDE

The Visitor Use Study.2
The LAC Process.....3
Task Force Members..4
Planning Area Map...4
Task Force Activities...5

Newsletters
Hells Canyon NRA



University of Idaho • Department of Resource Recreation and Tourism

Hells Canyon Visitor Use Study

River recreation is the dominant use of the Snake River in Hells Canyon NRA. National attention has been drawn to the area because of its spectacular white water, outstanding fishery and designation under the Wild and Scenic Rivers Act. A continual stream of river enthusiasts comes to float or powerboat the corridor.

Increasing Use Prompts Study

During the summer of 1988 (regulated float season) over 22,000 people floated or powerboated the river, an increase of more than 44% from 1979. The dramatic growth in recreation was one of many factors prompting the USDA Forest Service to contract with the College of Forestry, Wildlife and Range Science's Department of Resource Recreation and Tourism to conduct a visitor use study.

The purpose of the study was to describe how people use the river, to identify the visitors' perceptions of the river experience, and to identify their management preferences for the resource.

River Users Contacted

A mail questionnaire was designed and almost 2,000 river users were asked to complete the survey from April 1988 to April 1989. A high response rate of 77% indicated the amount of public interest. Individuals living in 43 different states and over 500 cities took time to respond.

Perceptions Similar

Results of the study show that the four primary user groups—private powerboaters, private floaters, commercial powerboat passengers, and commercial float passengers—often thought to be dramatically opposed in their views, do not vastly differ in their perceptions toward the river.

All four groups highly value the scenery, the excitement, the beauty, the historic and cultural attractions and the escape from daily routine that a river trip in Hells Canyon provides.

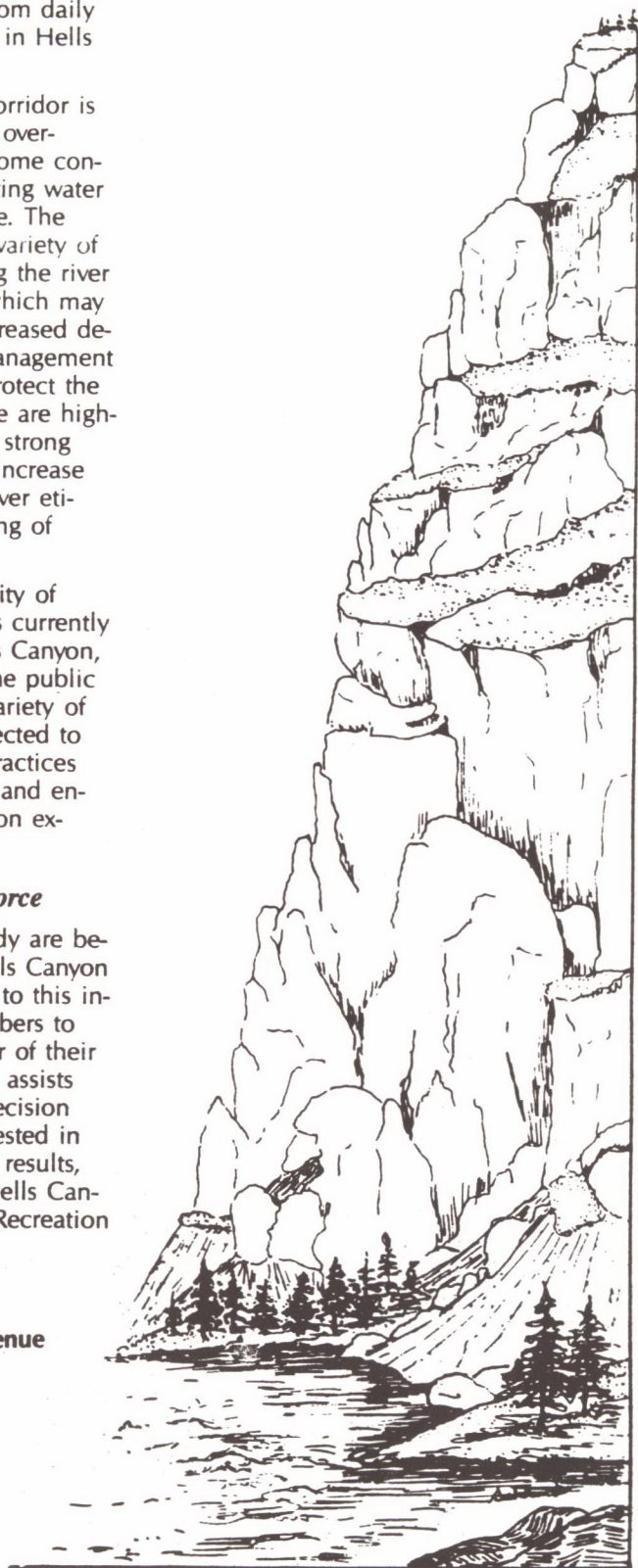
Generally the river corridor is not perceived as being overcrowded, but there is some concern with litter, fluctuating water levels and level of noise. The respondents support a variety of guidelines for managing the river to alleviate problems which may occur as a result of increased demand for river trips. Management policies perceived to protect the existing river experience are highly favored, and there is strong support for policies to increase boaters' awareness of river etiquette and understanding of management practices.

Although a high quality of recreation experience is currently being provided in Hells Canyon, the study reveals that the public is concerned about a variety of issues and may be expected to support management practices designed to perpetuate and enhance the river recreation experience.

Study Used in Task Force

The results of the study are being provided to the Hells Canyon LAC Task Force. Access to this information enables members to draw on a large number of their constituents' views, and assists the members' role as decision makers. If you are interested in obtaining a copy of the results, request a copy of the Hells Canyon Visitor Profile and Recreation Use Study from:

**USDA Forest Service
Hells Canyon NRA
3620 B Snake River Avenue
Lewiston, ID 83501
(208) 743-3648**



LAC in Hells Canyon

What is LAC?

The Limits of Acceptable Change (LAC) planning process guides the river recreation management plan update. LAC differs from traditional methods of developing management plans by emphasizing actual on-the-ground conditions rather than arbitrary visitor use numbers. A basic premise of LAC is that *all human activities cause impact; therefore, some change in conditions is inevitable and that management plans should focus on the conditions of the resource (effects of human activities) rather than visitor use numbers*. Building from that base, LAC works to define what is and is not achievable or acceptable for the resource and to develop a strategy for preventing unacceptable conditions from occurring.

The LAC process was developed specifically to produce resource management plans. It follows a series of nine steps, and incorporates extensive public involvement. The LAC system focuses on what the desired recreation experiences and resource conditions are. Once those are identified, the LAC process works toward defining management actions that will achieve the desired conditions.

How will LAC be applied in Hells Canyon?

The LAC planning process in Hells Canyon began with the development of a public Task Force whose members represent a variety of river users. Their primary responsibility is to use the LAC process to develop a river recreation plan. The Task Force is primarily a volunteer group, not a committee convened by the federal government. Therefore, the University of Idaho was asked to act as an impartial facilitator. The process is being directed by Ed Krumpe, associate professor and

acting head of the Department of Resource Recreation and Tourism, and graduate student Lynn McCoy. The University of Idaho is also providing the Task Force with the results of the Hells Canyon Visitor Profile and Recreation Use Study (1989) to be used as a source of baseline data.

What is the schedule for the LAC process?

The Hells Canyon Task Force began meeting in January of 1990 and continues to meet about once a month. These individuals, committed to developing a management plan for the resource, are moving through the nine-step process and developing management recommendations for the Snake River. The Task Force will continue meeting through the first few months of

1991, depending on progress made.

After the Task Force has completed the LAC process and developed a management recommendation, a series of public meetings will be held, scheduled tentatively for early spring of 1991.

Whom do I contact for more information?

Task Force members are working to represent the public and would be interested in hearing your comments. If you are interested in communicating with the Task Force, please contact Lynn McCoy, Department of Resource Recreation and Tourism, University of Idaho, Moscow, ID 83843 (208) 885-7911.



Hells Canyon LAC Planning Task Force

AGENCIES

USFS—Ed Cole / Mike Cole, Alternate

BLM—LuVerne Grussing (Idaho) / Jerry Myer (Oregon), Alternate

Fish and Game, Idaho—Keith Kiler / Fish and Wildlife, Oregon—Ken Witty

State Parks—Dell Williams

AIRCRAFT

David Bennett / Walt Whitten, Alternate

ANGLERS

John Patterson / Mitch Sanchotena, Alternate

COMMUNITY INTERESTS

Population Centers—Lewiston/Clarkston

Gerry Tatcher/Mike Martin, Alternate

Idaho Communities

Jeff Peavey

Oregon Communities

Mary Ann Carr / Arleigh Isley

CONSERVATION

Ric Bailey / John Barker, Alternate

Ron Wise / Jacqueline Forsmann, Alternate

IDAHO POWER CO.

Dwayne Wood / Ben Reingold, Alternate

LANDOWNERS

George Enneking

NATIVE AMERICANS

Sandi MacFarland

OUTFITTERS

Float

Curt Chang / Jerry Hughes, Alternate

George Hauptman / Scott Fasken, Alternate

Powerboat

Wally Beamer / Myrna Beamer, Alternate

Darell Bentz / Ellen Watson, Alternate

PRIVATE BOATERS

Float

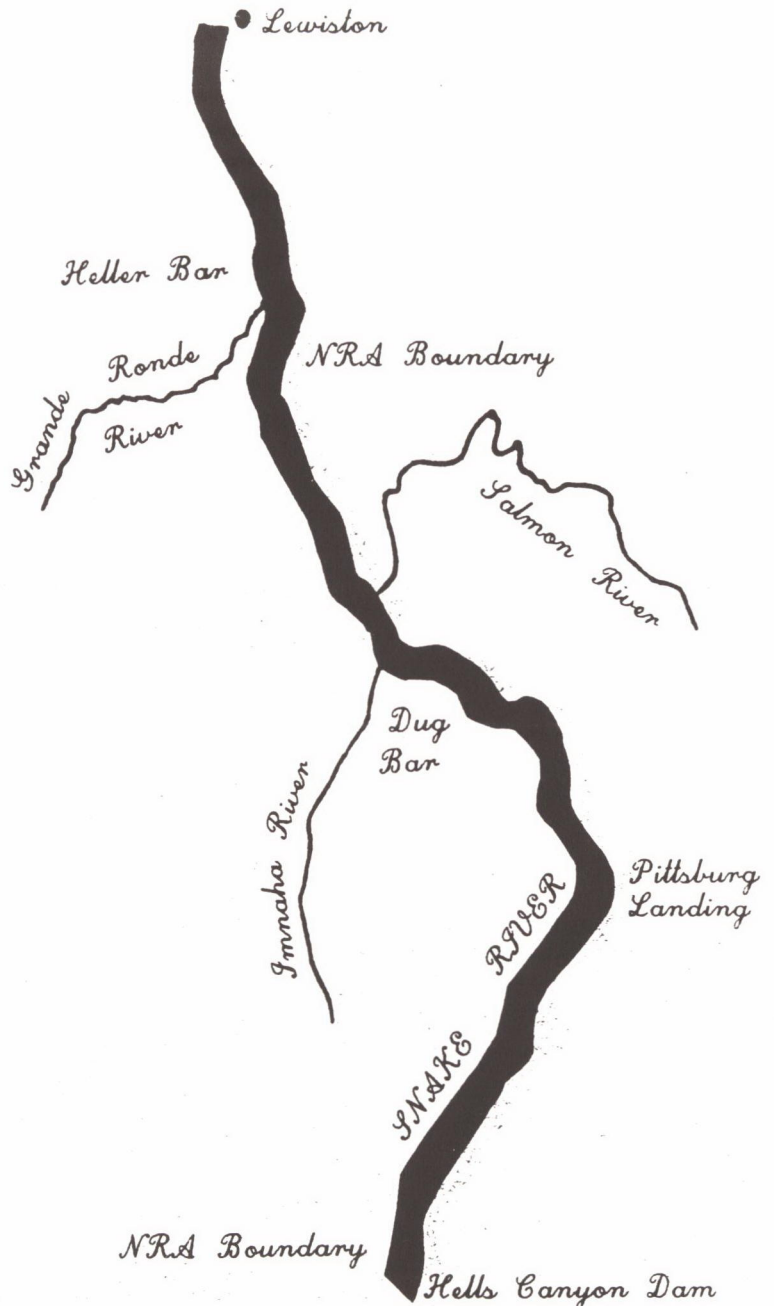
Al Harris / Marty Wilson, Alternate

Susan Schroeder / Jim Lafferty, Alternate

Powerboat

Dennis Gratton

Rich Rogers / Jim Fisher, Alternate



Resource Characteristics

Planning to provide quality recreation experiences.

Natural resource areas like Hells Canyon have special characteristics that help to create a unique and memorable experience. Visitors often have a favorite area etched in memory because of some specific feature especially pleasing to the individual.

To maintain the integrity of these unique resources, the Task Force members had to define what characteristics needed to be maintained; not a simple task considering the variety of river users and the diversity of recreation opportunities.

Task Force members began by developing a list of features and values that made Hells Canyon a valuable place to recreate. Some of the items identified included: the high quality fishery, historical and cultural resources, the high scenic quality, the diversity of recreationists, the economic benefits of tourism and the ruggedness of the canyon. The Task Force then looked at this features list and generated a second list of items that identified threats to these characteristics, such as litter, vandalism, fluctuating water levels and so on.

Through this process, the Task Force members discussed overall management direction and identified areas to focus their efforts on as they worked to achieve a management plan that would provide the quality recreation experiences.

Attributes and Indicators

Planning to keep or achieve desired opportunities.

The LAC process centers around Task Force members asking "what opportunities or conditions are acceptable or desired?" Because the Snake River through Hells Canyon is a linear corridor traversing 67.5 miles, the Task Force had first to decide if there were different recreation experiences and resource conditions being sought in separate stretches of the river.

In discussing this issue, members decided that there were two primary stretches of river providing different recreation "opportunities": (1) from Hells Canyon Dam to Pittsburg Landing (Wild section) and (2) from Pittsburg Landing to The NRA Boundary (Scenic section).

Defining Desired Attributes

Managing for recreation requires different kinds of data and management concepts. Task Force members must consider the **physical attributes** of the resource, for example, terrain, existence of roads or evidence of human impact, and they must be aware of the **social attributes** of a recreation experience, for example a river user's feelings of crowding or privacy. Members must also recognize the **managerial**

attributes, such as the number of signs or types of regulations that may affect the river user.

Recognizing these attributes, the Task Force wrote descriptive physical, social and managerial objectives specific to Hells Canyon for the two opportunities identified (Wild and Scenic). It should be noted that at this point in the LAC process the members have focused on **broadly** defining the attributes to allow them to be measured at a later stage of the process. For example, the Task Force determined that *moderate use in the scenic section may occur and that contact with others is expected but not continual, providing some chance for privacy*. But at this point, members have not yet decided how they will measure "moderate use."

Selecting Indicators

With the completion of identifying the attributes, Task Force members have prepared themselves for the next stage of the LAC process, identifying indicators of conditions. Indicators determine what will be measured to discover if the resource conditions **desired** (physical, social and managerial attributes) are actually being realized on the ground.

The LAC Task Force members will continue their commitment of time and effort, planning through the first of the year, to ensure that desired resource conditions are provided for future generations.

HOW YOU CAN GET INVOLVED!

Call or Write:

Ed Krumpke or Lynn McCoy

Department of Resource Recreation and Tourism

College of Forestry, Wildlife and Range Sciences

University of Idaho

Moscow, Idaho 83843

(208) 885-7911